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ABSTRACT

This analysis of an affluent, well educated, family community and its library by a professional consulting organization used statistical and budget data, public meetings, and surveys of citizens, library users, and staff to determine the library needs of the community and to develop a plan for improved library services. Questionnaires were developed and administered (1) by telephone to more than 400 citizens using trained interviewers, (2) by distribution of self-administered forms to 1,300 library users at the main library and its branches, and (3) by mail to all library system staff. All questionnaires were designed to elicit patterns of usage, users, and uses. Recommendations based on the findings of these studies concentrated on improvement of library funding, restructuring and reduction of the library system, the construction of a new main facility, and the limitation or curtailment of some marginally effective programs. Appendices include the methodology, results, and survey questionnaires. (RAA)

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THE NEWTON FREE LIBRARY: AN ANALYSIS AND RECOMMENDATIONS

By:

Nancy V. DeWath

Vernon E. Palmour

Eleanor J. Dorsey

Prepared for:

Board of Library Trustees
Newton Free Library
Newton, Massachusetts

King Research, Inc.
6000 Executive Boulevard
Rockville, Maryland 20852

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1. EXECUTIVE SUMMARY

The purpose of the present study was to determine the library-related needs of the Newton community and to develop a plan for improved library service. This was not intended to be a study of the library's physical facilities, but a more general study concerned with how the Newton Free Library can serve its community more effectively.

King Research, Inc. worked with an advisory committee of citizens, trustees, and library staff members to assess the needs of the Newton community and evaluate the library's present performance. We analyzed existing statistical and budget data, surveyed citizens, library users, and staff, and held public meetings. The recommendations presented in this report are those of King Research, derived from our analysis of Newton and our experience with other public libraries around the country.

We concluded that the Newton Free Library is trying to maintain a pattern of service which is no longer appropriate to its community nor economically feasible. The library has tried to be all things to all people, maintaining a strong central facility, and large branch system, and special services to special groups. It has stretched itself to maintain these services under adverse conditions, but it can only stretch so far. The library's purchasing power has been eroded as its budget has not kept up with the increasing costs of labor and library materials. The library has coped well, under the circumstances, but it cannot continue.

Newton is an educated, professional community with varied and sophisticated information needs. The current system of many small branches and an overburdened Main Library cannot provide the range of information required of the community. The system's limited resources are too dispersed to be used effectively. Too much money and effort is spent in needlessly duplicating materials and effort among twelve outlets, while the result is inadequate service throughout the system.

A community the size of Newton can be effectively served by a strong Main Library and one or two good-sized branches. The current Main Library, however, is woefully inadequate. It is overcrowded and in disrepair. It was not designed to provide the services that it does. The result is that the materials are poorly arranged, the personnel cannot provide service throughout the building, the public has little room to use materials in the library, and the staff's workspace is juryrigged and inefficient. Even getting to the library is a problem: the parking situation is so difficult that many users are discouraged from even attempting to use the Main Library.

The inadequacy of the Main Library shifts much of the demand to the branches, which are much more convenient, for the most part. However, the branches are too small to provide effective library service. They do not have enough space to provide a wide range of materials. Their reference materials are often dated, and the staff non-professional. The staff work hard to provide the best service that they can with the resources that they have, but they have little to work with. In addition, most of the branches are open so few hours that they are difficult for working people to use.

The collection of the library system as a whole does not reflect the use that is made of it. The library has tried to provide both popular materials, in great demand for a short period of time, and a more "balanced" collection, providing in-depth information on a range of subjects. The branch collections in particular are inadequate, satisfying neither the demand for current materials nor for a variety of subjects. As the library's purchasing power is further undercut by the rapid rise in the price of books, the situation will only get worse.

The report that follows details our findings and recommendations. Our major service recommendations:

- The library's funding should be increased to a level more on a par with neighboring communities, and with Newton's own past expenditures (p. 50).

- No new services should be added without a careful analysis of their real costs, in dollars, space, and staff time (p. 51).

- The library should place the highest priority on the provision of reading materials most wanted by the public (p. 52).

- The selection of and access to materials must be improved (p. 52).

- The Main Library should be the major source of reference service for the system (p. 54).

- Every branch should be capable of performing basic reference (p. 54).

- Children's services may need to be reduced (p. 55).

- Programming should be the service of lowest priority, and the first to be cut, if need be (p. 55).

In order to provide the services recommended above, changes in the library system are needed:

- The NFL system should consist of a Main Library and four branches (p. 56).

- The Main Library building is totally inadequate and should be replaced (p. 58).

- The Main and Main Junior libraries should be consolidated (p. 58).

- The Main Library's parking must be improved (p. 58).

Given the above requirements for the Main Library, the recommended course of action is:

- A new Main Library should be built on a new site, either by renovating an existing building other than the current one, or building a new one.

We are specifically <u>not</u> recommending that the library and school system share facilities (p. 62).

We are making the following recommendations concerning the Library's governance and administration:

- The Board of Trustees should have written by-laws (p. 62).
- The Board should be expanded to seven members (p. 62).
- The library should be reorganized to free the Director from some of her supervisory responsibilities (p. 63).
- The staff should not be cut in the recommended consolidation and reorganization, although eventually some reductions may be made through attrition (p. 65).

2. INTRODUCTION

This is not the first study of the Newton Free Library, nor, we may venture to guess, will it be the last. This one is, however, different from its predecessors. The focus of the other studies was the library's buildings. We take a broader perspective.

The story of the Newton Free Library - and of its studies - is told in A History of Newton and Its Libraries, 1944-1979. Since 1944 the library's "building problem," as the History calls it, has been the subject of studies, debates, and political struggles. The History also calls out a key sentence in the earliest study, the Wheeler report: "A building program cannot be sensibly planned without careful understanding of purposes, results, and costs of present services."

A library building has to be designed for the services that it is to provide. The services in turn must be designed for the community that is to use them. The Public Library Association has recently turned away from quantitative standards - which provided the rationale for many a building design - because it has concluded that services must be designed to meet the needs of the individual community, and that external standards are not responsive to that need. Instead, it has replaced those standards with the policy that each library should assess its own community, set goals and objectives, and design strategies to meet the community's needs.[1]

With this in mind, King Research, Inc., with an advisory committee of Newton citizens, library staff members, Friends of the Library, and Trustees, undertook the present study. The study, and its recommendations, are the responsibility of King Research. The advisory committee acquainted us with the problems of Newton, discussed with us our approach, reacted to our undertaking, and provided us with their insights at every step. This combination of local insight with our outsider's perspective and technical skills in library analysis and planning provides the most thorough possible analysis of a given library.

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[1] Palmour, Vernon E., Marcia C. Bellassai, and Nancy V. DeWath. A Planning Process for Public Libraries. Chicago: American Library Association, 1980.

The purposes of the study were to:

1. Determine the library-related needs of the Newton community;
2. Analyze the Newton Free Library;
3. Devise a five-year plan; and
4. Develop a strategy for implementing the plan.

The focus of the study was not on the buildings of the Newton Free Library but on the services that the community needs and the best ways to provide them. Because the library's branch system and Main Library building have been the subject of debate, we could not of course ignore these issues; instead, we approached them within the context of the services that they are designed to provide.

The method that we followed was to collect and analyze information on the community and the library, determine the library's role in providing information services to the community, set goals and objectives and strategies for accomplishing them, and make recommendations on how the library can implement those strategies. The information on the community and the library came from published reports, planning department data, library statistics, and other sources. A large part of the data collection effort was a series of surveys of citizens, library users, and staff members. We supplemented these formal surveys with public meetings and with discussions with knowledgable individuals.

The recommendations contained in this report are intended to help the library to provide the best possible services to its community. The Newton Free Library is laboring under considerable constraints: not only in its buildings, but also in its level of funding, which is below that of neighboring jurisdictions. The Newton community is justly proud of its library system, but it is losing ground in these inflationary times and cannot continue to provide such a high level of service. The library itself has tried to be all things to all people - a laudable goal, but not one that is attainable when resources are limited. Accordingly, we have recommended that the library set priorities and stick with them.

The organization of this report is as follows. The executive summary brings together our key findings and recommendations, for the benefit of those who may not wish to read further and for guidance regarding what is to come in the rest of the report. In Chapter 3, the Newton Community Profile, we describe the community which the library serves. Chapter 4 summarizes what we learned about the library itself from many sources, including the surveys. Chapter 5 presents our recommendations, and Chapter 6 discusses how the library can go about implementing them.

This study benefited greatly from the thoughtful participation of the advisory committee:

Estelle Karlin, Library Trustee, co-chair
David Freedman, Citizen, co-chair
Alison Cohen, Newton Planning Department
Milton Collins, Citizen
Nancy Criscitiello, Friends of the Library
John Daley, Assistant Director, Newton Free Library
Peter Fenton, Friends of the Library
Ann Harbison, Newton Centre Branch Librarian
Gerald Rogovin, Citizen
Lewis Songer, Newton-Needham Chamber of Commerce
Virginia Tashjian, Director, Newton Free Library
Davis Whiting, Media Coordinator, Newton Public Schools

Special thanks go to Nancy Weinstein, Reference Librarian, who acted as data coordinator, assisting the consultants considerably in gathering the great quantities of information needed about the library and the community. Eleanor Persky, the library's public relations specialist, attended many of the meetings and contributed to the discussions.

The study reported herein was funded under the Library Services and Construction Act. The opinions expressed are those of King Research, and not the U.S. Department of Education, the advisory committee, or the Newton Board of Trustees.

3. NEWTON COMMUNITY PROFILE

For the Newton Free Library to serve the particular information needs of its community requires that it understand the people who live there and the environment in which they and the library itself operate. Information needs are a function of the individual and of the situation in which one finds oneself. The extent to which those needs are translated into demands upon the library depends on one's confidence in the library's ability to meet those needs and on the other information resources available. The library is constrained by the environment in which it operates.

The section that follows is a summary of the Newton community. It is not comprehensive but is intended to illuminate those characteristics of the community that affect the library. Particularly thorough information on the citizens of Newton derived from the annual city census is available from the Newton Department of Planning and Development, which was the source of most of the demographic information presented in this report.[1] The purpose of this summary is to highlight the city census data that are important to planning library services.

Physical Features and Transportation

Newton is located in Middlesex County, Massachusetts, just seven miles from downtown Boston. It is primarily residential, offering easy access to Boston and the entire metropolitan area by virtue of its location on or near three major highways, the Massachusetts Turnpike, Route 9, and Route 128, the Circumferential Highway around Boston.

Most of the housing units in the city are "well landscaped single-family homes."[2] The irregular terrain, including bluffs, plains, and lakes, adds to the attractiveness of the Garden City, as it is known. The Charles River almost completely encircles the city's 17.9 square miles.

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[1] Newton, Massachusetts. Department of Planning and Development. Population and Opinion Profile: 1975 to 1979 Trends. 1980.

[2] Newton Times, "The Villages of Newton," 1978. Introduction.

Residents of Newton rely primarily on cars for transportation. Within the city, two-thirds of all trips are made by private automobile, 23 percent are made on foot, and only 9 percent on public transportation.[3] Most of the workers drive their own cars to work, according to the 1970 U.S. Census. This may have changed in the intervening years due to the increasing cost of energy.

One of Newton's truly unique features is the existence of 13 "villages" within the city. Each village, from Auburndale to Oak Hill and Waban to Chestnut Hill, has its own clearly identified neighborhood with its shopping center, clubs, civic organizations, and often its own schools and library. The citizens tend to identify with the villages rather than the city as a whole. People are more likely to say "I live in Waban" than "I live in Newton."

No one commercial district serves the entire city. Shopping is usually done within one's own village, in Boston, or in one of the large suburban shopping malls.

Governance

Newton was created as a city by the Commonwealth of Massachusetts in 1873. Its original charter was revised, often amended, and most recently re-written and adopted by the citizens in 1971. The present charter provides for a government with an executive branch headed by a mayor who serves full-time and is elected every four years. All appropriations originate with the Mayor, who also has responsibility for the overall administration of city government as well as the coordination of the city departments. City officers are appointed by the Mayor.

The 24 members of the Board of Aldermen, the legislative branch of the city government, are elected for two year terms and are paid nominal salaries. Working through a committee structure, the Board's main function is to exercise the legislative powers of the city. In addition, it may approve or reduce appropriations, but cannot increase them.

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[3] Newton City Census, 1978.

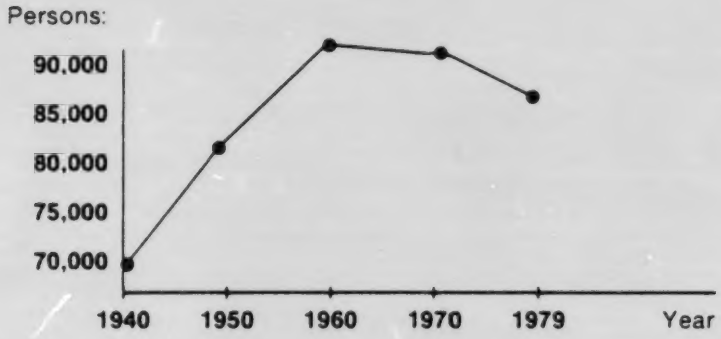
There is a strong tradition of citizen participation in local government in Newton. Citizens' committees, many of which are appointed by the Mayor, frequently give help and advice on problems. Through the years, issues such as zoning changes, proposed school closings, and traffic problems often have been met with vigorous citizen concern. One of the Newton's villages has a Neighborhood Area Council which deals with specific local issues.

Water supply and sewage disposal for the Boston Metropolitan area are handled by the Metropolitan District Commission, of which Newton is a member. The city voluntarily participates in the Metropolitan Area Planning Council, which stimulates and coordinates regional planning in the Greater Boston area.

Population

The population of Newton increased rapidly during the 1940's and 1950's, reaching a high of 92,384 in 1960. It has been declining ever since (Figure 1). The most recent city census for which data are available, taken in 1979, indicates a total population of 85,158. It is believed that the population of Newton has stabilized and will not continue to decrease significantly.

Figure 1. Change in Total Population: 1940 to 1979



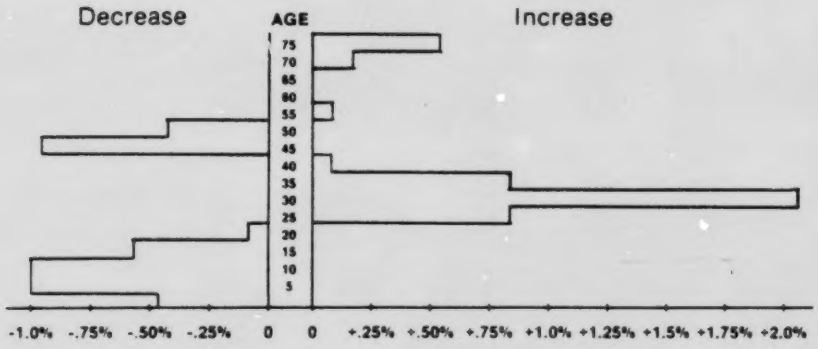
TOTAL POPULATION: 1975 TO 1979

Year	Population
1940	69,873
1950	81,999
1960	92,384
1970	91,066
1975	88,850
1977	86,657
1979	85,158

SOURCE: Newton, Massachusetts: Population Opinion Profile, 1975-1979.

Age Distribution. The 1970 U.S. Census found that a majority of the residents of Newton were between 21 and 64 years of age (51.5 percent). Seven and eight-tenths percent were preschool children and 28.6 percent were children and young people between the ages of 6 and 20. Persons 65 or over constituted 12.2 percent of the population. The 1979 City of Newton Census revealed a trend toward an increase in the younger adult (ages 25-40) and the elderly (ages 70 and over) age groups and a proportionate decrease in the youth (ages 0-25) and middle adult (ages 40-55) groups (Figure 2).

Figure 2. Change in Age Group Distribution of Household Population: 1975 to 1979



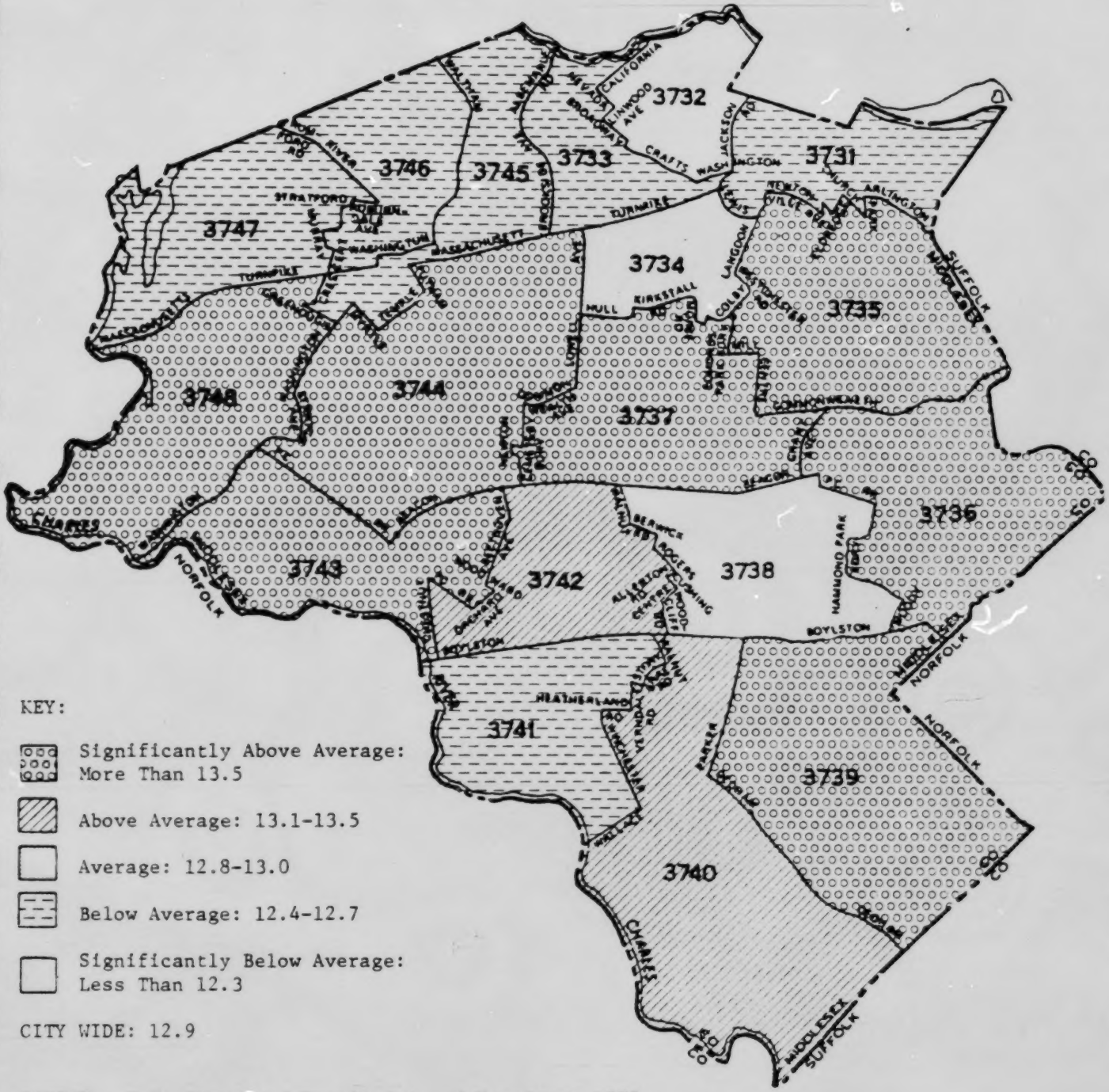
SOURCE: Newton Massachusetts: Population and Opinion Profile, 1975-1979.

The decline in the youth population is of considerable significance for the public library system in Newton since students are traditionally heavy library users. The public elementary school population has been declining since 1962 and is currently at its lowest point since 1939.[4] The decline is rippling upward in the school system and is being felt at both junior high and senior high levels. Since 1961, schools in the south section of Newton have had a 60 percent reduction in enrollment, those in the north 42 percent, and those in the central section 27 percent. Continuing reductions in enrollment are expected in all schools in the city during the period 1980-1983, resulting in additional elementary and junior high school closings.

Education. The people of Newton are well educated. Of the 18 census tracts in the city, residents of only two had a "median school years completed" of less than 12.3 years in 1970. The median for residents of seven census tracts was more than 13.5 years (Figure 3).

[4]Enrollment Analysis, Newton Public Schools, October 1, 1979.

Figure 3. Median School Year Completed by Census Tract



SOURCE: U.S. Census of Population and Housing: 1970
Census Tracts, Boston, Massachusetts SMSA Table P-2

Students in Newton's schools do well scholastically. Newton's high school seniors' Scholastic Aptitude Test scores have increased over the years, while scores nationally have declined.[5] In 1976, 71 percent of Newton's high school graduates went on to college.

Income. As could be anticipated from the high educational level of its citizens, residents of Newton are relatively affluent. Figure 4 reports median family income derived from the 1970 U.S. census data. While the figures are dated, the relative affluence can be measured by comparing Newton's $15,381 city wide average with the $9,133 average of the Boston SMSA in 1970.

Occupation. Forty-one and four-tenths percent of the residents of Newton are working. The 1979 City Census indicates that 82 percent of the work force hold white collar jobs, the majority of these being professional or technical in nature. Blue collar positions such as craftsmen, foreman, laborers, etc., account for 10 percent of the labor force with service jobs constituting the remaining 8 percent.

As can be seen from Figure 5, students or children make up 35.9 percent of the population, homemakers 15.4 percent, retired persons 6.4 percent and a small 0.9 percent are unemployed.

Racial and Ethnic Composition. Newton is racially homogeneous, being 98 percent white, 1.2 percent black, and .8 percent other. Most of the people in Newton are American born (89.2 percent), but almost one-third of them are of foreign or mixed parentage. The largest group of foreign-born persons are Italian-Americans, many of whom live in Nonantum.

Household Characteristics. Newton is a family town. Seventy-seven percent of Newton's population lived in family households (as opposed to households of only one person or of unrelated persons) in 1979, although the relative proportion of family households has declined somewhat while the number of primary person (one person) households has increased. The average household size in 1979 was 2.99 people.

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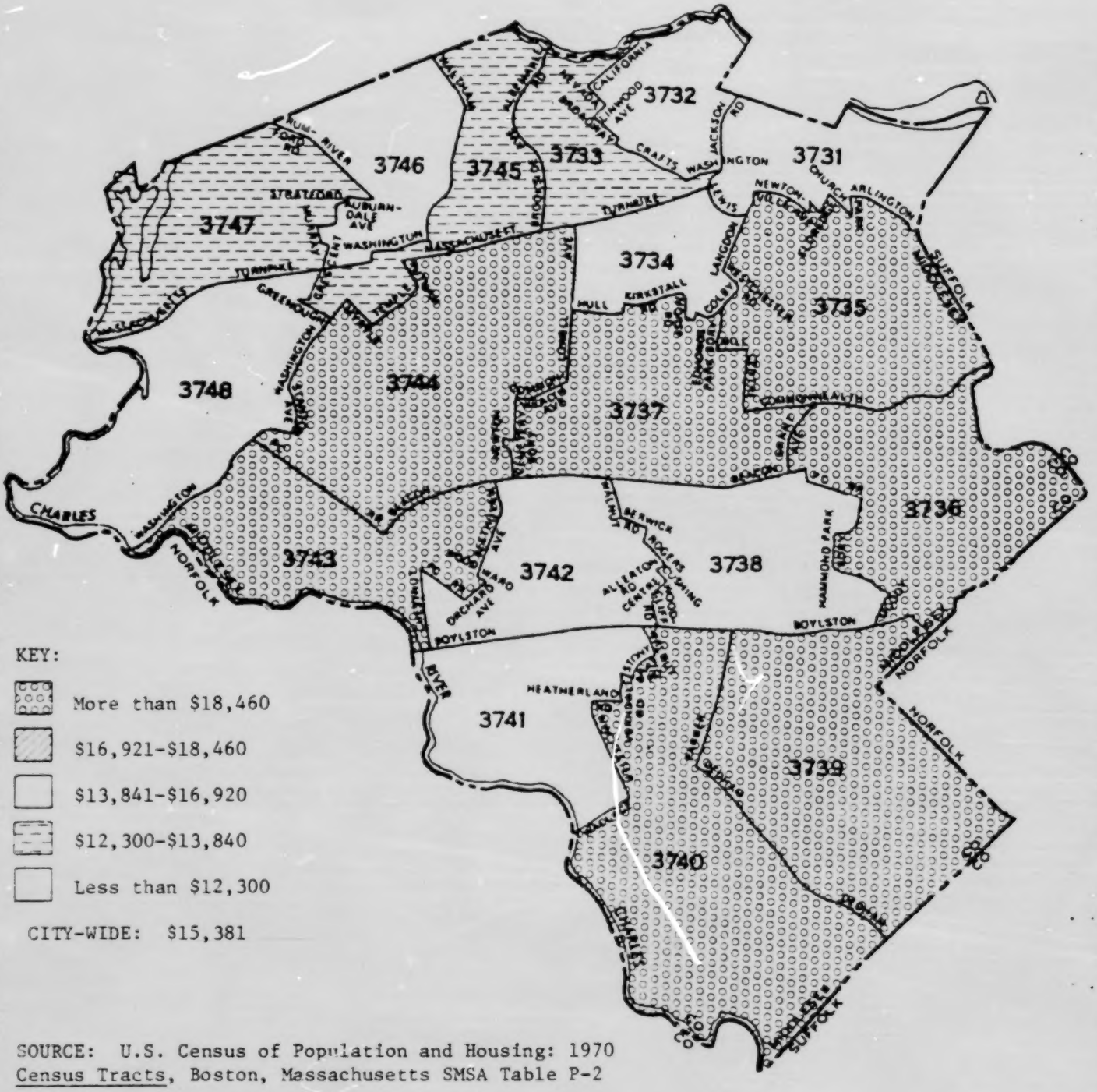
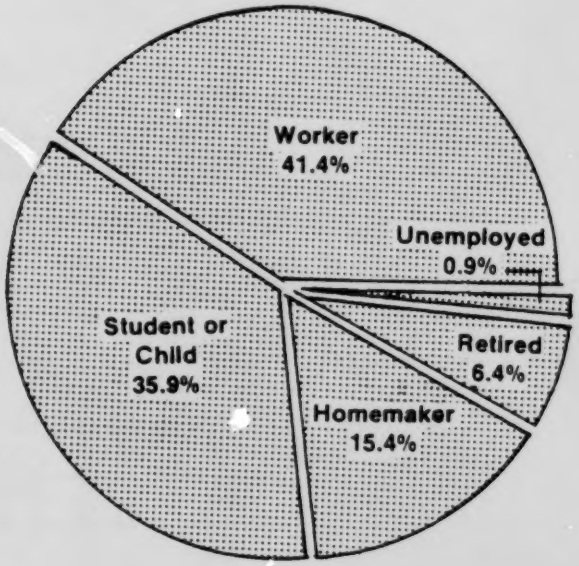
[5] Newton Public Schools. "College Entrance Examination Board Scholastic Aptitude Test (SAT) and Achievement Test Results." 1979.

Figure 4. Median Family Income by Census Tract



SOURCE: U.S. Census of Population and Housing: 1970 Census Tracts, Boston, Massachusetts SMSA Table P-2

Figure 5. Labor Force Distribution by Percent



SOURCE: Newton, Massachusetts Dept. of Planning and Development. Population and Opinion Profiles, 1975 to 1979 Trends. 1980

The people of Newton are not very mobile. During 1978, only 9.0 percent of the city's population moved, but about half of that number moved within the Newton city limits to another residence.

Educational Institutions

Newton is proud of its public school system. While adjusting to a declining population of children since the early sixties, the city maintains 18 elementary public schools, 5 junior high schools, and 2 high schools. In addition, there are 15 private and parochial schools within the city and five colleges and theological schools, the largest of which is Boston College with an enrollment of 13,612.

Adult education programs in Newton serve 2,500 people, about 90 percent of whom are Newton residents.

Cultural Life

In addition to having easy access to the many cultural events in Boston, residents of Newton have a wide range of such activities in their own city. Cultural activities include a local historical society and groups organized to perform and encourage the enjoyment of the arts. Many of the cultural activities are specifically designed for children.

The Newton Free Library sponsors free film series, art, craft, and book exhibits, concerts, lectures, and book reviews, as well as maintaining a circulating art and sculpture collection.

An impressive array of local organizations exists to meet social, informational, and recreational needs of city residents. They include groups concerned with sports, children's services, veterans affairs, health referral needs, human relations, and a host of others. A Guide to Newton's Resources, compiled by the city in 1978, provides a comprehensive listing.

Conclusions

The picture of Newton that emerges is of a community that is relatively well-educated, affluent, and engaged in professional and managerial work. The number of children is decreasing, but most people still live in families.

Research has shown[6] that people who are educated, have high incomes, and work in white collar occupations tend to be library users. Households with children also tend to use the public library more than those without.

Overall, then, we would expect the citizens of Newton to be heavy public library users and to have rather sophisticated information needs. There are many other sources of information, education, and cultural activities in the Newton area. Generally, people who use one of these sources use all of them, so that they complement rather than compete with the public library. However,

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[6] Zweizig, Douglas and Dervin, Brenda. "Public Library Use, Users, Uses: Advances in Knowledge of the Characteristics and Needs of the Adult Clientele of American Public Libraries." In Advances in Librarianship, Vol. 7 (1977), edited by Melvin J. Voight and Michael H. Harris. New York: Academic Press, 1977; 235-55.

because these alternatives are available the people of Newton are not as dependent on their local library, and may choose not to use it if the level of service is unsatisfactory.

4. NEWTON FREE LIBRARY

Several sources of information were drawn upon for the present study. The description of the library below presents the findings from these various sources.

The statistical information about the library contained in its annual reports and about Newton and its neighboring libraries as reported to the Massachusetts Board of Library Commissioners provided much of the factual data about the library itself.[1] This was supplemented by discussions with the library administration and staff, and with some performance measurement within the library undertaken specifically for this project.

In addition, several groups were asked about their attitudes, opinions, and priorities for the Newton Free Library, to help in planning better library services. A confidential mail survey of the staff asked about the library's services and the respondent's own job satisfaction. As the people who serve the public directly, the staff can provide valuable information about how well the library is functioning. In addition, their own perceptions of and satisfaction with their roles will affect the success of any strategies for change. Volunteers conducted a telephone survey of a random sample of Newton citizens over the age of 18, to ask users and non-users alike about their perceptions of the library. A self-administered written survey of library users collected more in-depth information from people who came to the various library outlets. And, finally, three public hearings were conducted around the city to enable citizens to discuss their opinions of the library.

The survey methods, instruments, and detailed results are reported in the Appendices.

Overview

The city of Newton has a long history of public library service, going back to 1870 when the Newton Free Library was first established. Reading rooms,

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[1] Massachusetts Board of Library Commissioners, Planning and Research Unit, Comparative Public Library Report, Data for Massachusetts, FY 1979.

branches, and deposit collections in Newton's "villages" supplemented the Main Library as early as 1900, beginning a pattern of local outlets which continues to this day.

The Newton Free Library presently consists of the Main Library, a nearby Main Junior Library, ten branches which are open from 20 to 52 hours per week, and a variety of outreach services, such as the provision of deposit collections in housing projects for the elderly, nursing homes, beauty parlors, apartment houses, and schools and camps (Figure 6). A full range of library services is offered to city residents, including print and nonprint circulating collections, reference service, and programming (lectures, story hours, etc.) for adults and children. The library sponsors four clubs (Camera Club, Great Books Discussion Group, Bridge Club, and Chess Club), many concerts and in-house exhibits, courses in rapid reading, sign language, and computer use, and services to many special groups including shut-ins, the mentally disturbed, and the visually and hearing impaired. A Kurzweil machine which renders print into sound is available for the visually impaired. A grant was received for an Artists-in-Residence program, but it was not implemented due to lack of adequate personnel. An award-winning public relations program keeps citizens aware of the many activities and resources of their public library.

By the library's own estimate, at least 45,000 people, or 53 percent of the residents of Newton, are registered borrowers. This figure may be as high as 61 percent, based on our findings on the citizen survey, and has remained constant in recent years. From other measures of activity, including circulation, reference transactions, and program attendance (Table 1), it appears that library use is relatively stable.[2]

Overall, the community is quite well satisfied with the performance of the Newton Free Library. On the citizen survey, 57 percent of all respondents rated the library as "good," with that figure rising to 70 percent of users.

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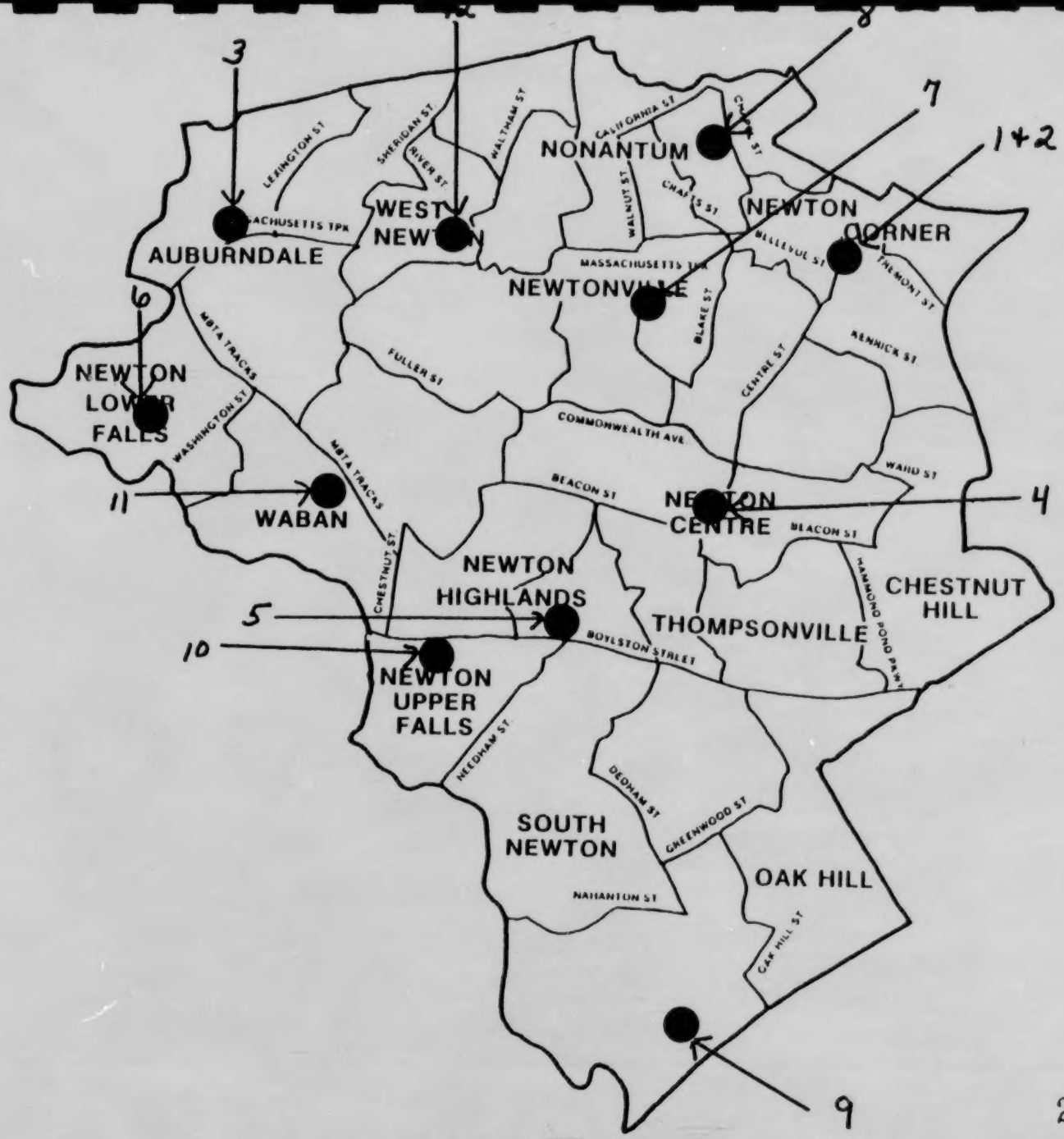
[2]Circulation increased 17 percent from 1977-8 to 1978-9. This was largely due to an increase at the Main Junior Library of 40,000, which in turn was partly due to an increase in the number of items placed in schools on long-term loan. Because the materials loaned to schools may each be used by more than one child, but the number of uses is not counted, the library arbitrarily counts each such long-term loan as five circulations.



1 Main Library
2 Junior Library
3 Auburndale
4 Centre
5 Highlands
6 Lower Falls
7 Newtonville
8 Nonantum
9 Oak Hill Park
10 Upper Falls
11 Waban
12 West Newton

26

27

Figure 6. Newton Free Library System

TABLE 1. NEWTON FREE LIBRARY
FOUR YEAR STATISTICAL SUMMARY

Measure	1975-6	1976-7	1977-8	1978-9
Population	88,850	87,267	86,657	85,196
% change	-	-2%	-6%	-2%
Total Print Circulation	645,319	614,345	598,114	696,795
Main + Main Jr.	252,602	237,692	216,492	262,972
Branches, Outreach, etc.	392,717	376,653	381,622	419,603
Branch % of Total	61%	61%	64%	60%
Circulation/volume	2.11	2.00	1.90	2.21
Total Circulation	654,851	624,917	610,883	711,738
Total per capita	7.37	7.16	7.05	8.35
Total per day[1]	1,794	1,712	1,674	1,950
% change	-	-5%	-2%	+17%
Registrations issued	6,448	6,770	8,340	8,425
% change	-	+5%	+23%	+1%
Per capita	.07	.08	.10	.10
Program attendance	21,321	21,528	22,077	25,361
% change	-	+1%	+3%	+15%
% of circulation	3	3	4	4
Reserves as % of circulation	2%	2%	2%	2%
Reference Transactions - Total	128,626	148,032	196,059	218,712
Main + Main Jr.	49,268	54,938	74,496	82,256
Branches	79,358	93,094	121,563	136,456
Branches - % of total	62%	63%	62%	64%
% change - total		+15%	+32%	+12%
ILL - Total	1,198	981	730	918
Books borrowed	387	389	324	339
Books loaned	54	72	67	25
Ratio B:L	7.20	5.4	4.8	13.6
% change - total	-	-18%	-26%	+26%
Volumes held	310,730	313,214	320,491	322,021
% change	-	+.7%	+3%	+5%
Per capita	3.50	3.59	3.72	3.78
Titles added	NA	NA	NA	4,949
Per capita				.06
Volumes added	12,891	15,329	19,429	12,652
% change	-	+19%	+27%	-35%
Per capita	.15	.18	.22	.15
Volumes/title				2.56

[1]Based on 365 day year.

STATISTICAL SUMMARY (Cont'd)

Measure	1975-6	1976-7	1977-8	1978-9
Municipal Income[2]	934,811	934,396	979,128	1,075,189
% change	-	-.04%	+5%	+10%
Per capita	10.52	10.71	11.30	12.62
Expenditures	907,797	899,238	934,679	1,048,381
% change	-	+.9%	+4%	+12%
Per capita	10.22	10.30	10.79	12.31

[2]City appropriations plus fines and fees; fines and fees revert to the general fund. In addition, the library receives income from a Library Trust Fund which averaged $12,230 annually during this period.

This is compared to a 67 percent "good" rating on the 1979 city census. The staff also rated the library system as good, overall (60 percent). The Main Library staff tended to rate the entire system more highly than did the branch library staff (65 percent vs. 54 percent), while overall the staff rated the Main Library and the Main Junior Library better than the branches (53 and 52 percent, respectively, vs. 30 percent listing the branches as "good"). The Main Library staff rated the branch libraries lower than did the branch library staff members.

The user survey also revealed a general satisfaction with the NFL. When asked to rate the libraries' buildings, collections, and services, 86 percent of the Main Library users rated services as being "good." Seventy-four percent rated the collections equally highly, and 55 percent thought the Main Library building was "good." Main Junior users followed the same priorities, giving that library generally higher ratings, overall. Branch library users were more satisfied with the buildings (59 percent) and about as satisfied with services (80 percent) as the other libraries' users. The branch library collections, however, were rated "good" by only 42 percent of branch library users, with 45 percent rating them fair to poor.

Some general words of caution are in order in interpreting the public's comments on the library. A recent study of municipal services found little evidence that service characteristics affect citizen evaluations of local services.[3] Citizens may not respond to satisfaction or evaluation questions on the basis of objective service performance because they pay little attention to such services as long as the quality remains within some adequate range, the report suggests. "Good" may mean no major complaints but no major praise, either. Moreover, as a recent Gallup Survey indicated, libraries are generally rated highly by the public around the country, although the quality of library service nationwide is not consistent.[4]

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[3]Brian Stipak, "Citizen Satisfaction With Urban Services: Potential Misuse as a Performance Indicator," Public Administration Review, January-February 1979, pp. 46-52.

[4]The Gallup Organization, Inc. Book Reading and Library Usage; A Study of Habits and Perceptions, October 1978.

Evaluations are shaped by expectations, and in a community with a stable population such as Newton's, many people may have simply become accustomed to the service provided. Several people at the open hearings commented that Newton's library did not measure up to neighboring libraries or to those in communities where they used to live. It is also important to note that the ratings of the library by the public and its staff do not reflect the extent to which the library has had to work to overcome any barriers to good service; that is, is the library doing well in spite of difficulties?

Use

Levels of use of the Newton Free Library compare favorably with other communities. On the citizen survey, 61 percent of the respondents had a current library card and 63 percent had used the library in person or by phone within the last year. Among Gallup respondents, only 51 percent had visited the library within the last year.[5] Use and the possession of a library card correlate in Newton, with only 20 percent of those surveyed having a card but not having used the library, or vice versa.

Twenty-seven percent of the user survey respondents[6] said that they usually use the Main Library, with the other responses distributed among the branches (Table 2). The only branches with more than 10 percent of the total users were Newton Center at 11 percent, Newtonville at 12 percent, and the Main Junior Library at 15 percent. However, branch library clients are more frequent users than are Main Library clients; 42 percent of respondents say that they use the branch libraries more than once a month, as opposed to only 30 percent at the Main Library.

Users of the Newton Free Library tend to be users of other libraries, as well. A citizen who reported using the NFL was more likely to report using other libraries also than one who did not use the NFL; 44 percent of users but only 32 percent of non-users regularly use another library. When Newton

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[5] Gallup. Book Reading.

[6] Responses were weighted according to each branch's relative circulation to compensate for the fact that the number of questionnaires received from each branch did not necessarily correlate with the amount of use made of it. Details of the methodology are reported in Appendix B. All user survey results in the text of the report are weighted results.

TABLE 2. PERCENT OF USERS BY OUTLET

Outlet	% of Users
Main	26.6
Main Junior	15.1
Auburndale	5.6
Centre	10.9
Highlands	7.2
Lower Falls	2.2
Newtonville	11.6
Nonantum	3.7
Oak Hill Park	2.8
Upper Falls	2.9
Waban	6.0
West Newton	5.4
Total	100.0

SOURCE: Library User Survey, 1980.

residents use other libraries, they tend to be school or college libraries, or other public libraries. The other public libraries mentioned most frequently were Boston and Brookline, which Newton residents can use because of the cooperative arrangements among the libraries.

No clear pattern emerged from the reasons given for non-use of the library. Users and non-users differed only slightly in their personal characteristics. More users than non-users fell into the 25 to 44 age group, and users tended to be somewhat better educated, with more of them having a graduate education (34 percent of users vs. 23 percent of non-users). In a community as generally well-educated as Newton, however, this difference is not striking. Non-users tended to either have moved to Newton within the last five years, or to have lived in the community more than 25 years, while users were more evenly distributed in their length of residence. Looking at where respondents lived within Newton showed no particular differences across villages; however, the number of respondents from each village was too small for these figures to be meaningful.

Parents and children were each more likely to use the public library if the other did. Sixty-five percent of respondents with children living at home said that both parents and children used the library, but only 12 percent answered that the children but not the parents used the library.

Reference Services

The Newton Free Library is very proud of its reference services. The staff rated reference/information services as the area in which the library performs the best, with 75 percent calling it good. It was most often cited by the staff as the library's greatest strength.

The system's reference resources are concentrated in the Main Library, although a large proportion of the system's total reference transactions occur in the branch libraries (Table 1). Reference statistics count only patron requests for staff assistance, so users who find what they need on their own are not counted. The Main Library has an extensive reference collection for a library its size. The branch libraries, on the other hand, tend to have very small reference collections with materials that are often out of date. Many reference materials such as almanacs and directories are frequently reissued and updated, but the branch libraries do not all get the latest editions. Reference materials are also usually very costly, which is the reason that the library gives for not being able to provide all branches with up-to-date materials.

Sixty-five percent of the staff agreed that the Main Library satisfactorily met most of its users' reference and information requests, while only 27 percent felt that the branch libraries did. The branch library staff rated the branches more highly than did the Main Library staff. In their open-ended comments, the staff noted that their co-workers were conscientious about seeking out the answer for the patron.

In the public hearings, many people commented on the dedication and helpfulness of the staff. When asked how satisfied they were with the library when they used it to get staff assistance in answering a question or finding

some information, 74 percent of the users were satisfied or very satisfied. For each of the Main, Main Junior, and branch libraries, over 80 percent of the users rated the library's services (as opposed to its collection and buildings) "good."

Children's Services

Children are traditionally heavy public library users, and this is true of Newton, as well, where children's collections and services receive a large proportion of the library's resources. Seventy-seven percent of the citizen survey respondents with children living at home said that their children used the library. Children were more likely than adults to use branch libraries, although both were more likely to use the Main Library than any one branch. The adults reported that their children used the NFL mainly for pleasure (46 percent) and school (43 percent). The parents were generally satisfied with the library's services to children (77 percent). The staff, too, was satisfied with the library's children's services and collections.

In the public hearings, many people commented that the branches were particularly important to children because they are often within walking distance. The branches provide young people with a place to do homework, although in commenting on the collections the adults noted that the branches often lacked materials, such as up-to-date encyclopedias.

Programming

Programs are library-sponsored special events, such as films, book talks, children's story hours, musical performance, and lectures. The NFL puts on many programs in both the Main Library and the branches, but these appear to appeal to a limited audience. When asked how satisfied they were with the libraries' programming, 51 percent of the users said that the question was not applicable, that is, that they didn't attend programs. The staff generally felt that the library's programs were adequate for all groups except young adults, for whom there is no special programming.

Collection

A library is not simply a warehouse for books; it provides both collections and services. However, most people use the library for its collections. Only three percent of users said that they did not use the library as a source of general reading materials. The next least used service was staff assistance, at 22 percent. Because most people use the library for its collection, their perception of the library is largely colored by their evaluation of the collection.

Newton's library materials are varied in format as well as content. Recordings, cassettes, films, filmstrips, tapes, slides, art prints and sculpture, realia, and microfilm and microfiche supplement the traditional print holdings, adding up to a total of 380,290 items in 1980. Table 3 indicates the number of holdings in each format at the beginning of FY 1980-81.

TABLE 3. NEWTON FREE LIBRARY HOLDINGS, JULY 1, 1980

Books and Paperbacks	197,790
Magazines (volumes, bound and unbound)	135,946
Recordings	6,523
Cassettes and Videocassetts	371
Filmstrips	190
Tapes and Slides	265
Prints, Pictures, and Sculpture	6,141
Realia	110
Microform	4,806
Maps and Pamphlets	28,148
Total	380,290

SOURCE: Newton Free Library Annual Report, FY 1979-80.

The dilemma which all public libraries face in building their collections is how to allocate their limited funds. In a multi-branch system, placing a

copy of each title in each branch requires that the library buy more copies of each title and therefore fewer distinct titles. Buying fewer duplicate copies, however, means that not all titles will appear in all branches. The problem is particularly acute when the material is popular, like best-sellers: the demand may be very heavy for a time, but then diminishes rapidly as the title comes out in paperback and other newly-published works replace it on the best-seller lists. If the library buys to meet current demand, it is left with many more copies than it needs once the demand slackens. At the same time, most libraries try to build balanced collections, that is, collections with titles that are classics, and that represent different subject areas or points of view, in addition to those that are in demand. But the more the library spends on popular books, the less it has left for the others.

With its many branches, Newton has chosen to meet the demand for new materials by rotating them among the branches. In theory, each branch thus gets a wider selection of materials, although for a limited time, with each book assigned to a branch once its rotation is over, perhaps a year or more after it first enters the collection. The NFL also tries to buy duplicate copies of heavily used books as the requests accumulate, although of course it takes some time for the book to arrive and be processed and made available.

On the surveys, only 50 percent of the total library staff felt that the book collection generally met the community's needs, and only 48 percent of the branch library staff felt that way. The most frequent response to an open-ended question on the citizen survey about ways in which the library might be improved was a greater selection of materials (24 percent of all respondents). Citizen survey respondents who used other libraries gave as their main reason that the other library had the needed materials not available at the NFL (44 percent of those who used another public library). At the public hearings, participants stated very strongly that they found the Newton collection deficient. Although the library will ship materials from one outlet to another on request, many people prefer to be able to browse a more comprehensive collection and to have the titles that they want immediately available.

The branch library collections received many more complaints than the Main Library collection. The staff said that to increase use and improve user satisfaction in the branches required first that books be made available more quickly, and second, that more different titles be provided. In the Main Library, making books available more quickly was a priority right behind improving the physical facilities and the parking.

When users were asked which one change would most increase their satisfaction with branch libraries, respondents most often said that either no change was needed or that the branches needed more different titles. Branch library users rated the branch collections as fair to poor. However, in the public meetings people generally agreed that the computerized circulation now being installed, which would enable each branch to determine where a title was in the system and whether it was in circulation, would be a substantial improvement.

To determine how well the collection matches the demands placed on it, we compared the library's book holdings in various Dewey classes with the results of a 1977 CETA study of items used in or circulated outside the library. Fiction constitutes 19 percent of the collection, but accounts for 53 percent of the materials used. Conversely, nonfiction represents 81 percent of the collection, but accounts for only 47 percent of the book use.

Among nonfiction works, during the test period, books used most heavily in proportion to the number of titles held included those dealing with general topics (0-099), sciences (500's), languages (400's), and technology (600's). Tables 4 and 5 summarize the results of the collection analysis. Sections of the nonfiction collection containing works about the arts (700's), social sciences (300's), and geography and history (900's) received the highest overall use by library patrons.

When a Newton resident needs a book not on the shelf in the local outlet, there are three alternatives: the user can reserve the book, ask for it on interlibrary loan, or go get it from another library.

When a book that a library outlet owns is not available, it will reserve the book, that is, when the book is returned the library will hold it

TABLE 4. HOLDINGS AND USE OF NEWTON FREE LIBRARY BOOK COLLECTION

Dewey Class (topic)	% of Non-fiction Titles[1] (N=103,734)	% of Use[2]	Ratio of Holdings to Use[3]
0-099 (General)	1.8	6.4	.28
100-199 (Philosophy/related disciplines)	3.4	3.5	.97
200-299 (Religion)	4.4	2.1	2.10
300-399 (Social Sciences)	16.0	14.1	1.13
400-499 (Language)	1.0	1.4	.71
500-599 (Pure Sciences)	5.4	11.0	.49
600-699 (Technology)	10.3	13.5	.76
700-799 (The Arts)	13.8	15.2	.91
800-899 (Literature and Rhetoric)	17.3	12.3	1.41
900-999 (General Gecgraphy, History, etc.)	20.7	14.1	1.47
Biography	5.9	6.6	.89

[1]Includes reference collection of 5,874 volumes.

[2]Based on 1977 CETA study done of 44,946 books shelved throughout the system during a two month period.

[3]Number greater than 1.0 indicates low-use areas; less than 1.0 means high use.

TABLE 5. HOLDINGS AND USE OF FICTION AND NONFICTION BOOKS

	% of Collection (N=127,920)	% of Use	Ratio of Holdings To Use
Total Fiction Volumes	18.9	53.4	.35
Total Nonfiction Volumes	81.1	46.6	1.74

for the requestor. If the book does not belong to the local outlet, the request is forwarded to the Main Library, which determines whether another unit owns the book and forwards it to the requestor's library. For new books for which there are many requests, the Main Library fills all requests in chronological order. This way the next person in line gets the next copy available anywhere in the system, regardless of the requestor's library.

An analysis of the requests being held at the Main Library - that is, for Main Library books and for new books in great demand - shows that 55 percent of the users would have to wait more than four weeks to obtain the requested title, and 11 percent would wait four months or longer (Table 6). This does not include requests that could be filled immediately, only those for which no copy was available when the request came in. Seventy percent of the requested titles had only one reserve on them; 17 percent had two or more, 8 percent had more than five, 5 percent more than ten, and 2 percent more than 20 reserves. It is impossible to say how this compares with other libraries, since libraries do not collect and report such statistics and have different methods of handling reserves.

TABLE 6. WAITING TIME FOR RESERVED BOOKS

Length of Wait	% of Requests
1-4 weeks	45
1-2 months	26
2-3 months	18
4 months or longer	11

If the book is not owned by NFL, the user may request that it be obtained through interlibrary loan (ILL). This service is not widely used, accounting for only .05 percent of the total NFL circulation in 1978-79. Newton requests first go to Boston. If Boston Public Library owns the book, it is sent to Newton. If BPL does not own it but the title is in print, it buys it, which of course takes time, and loans the book to Newton. If it is out of print, Boston Public Library circulates a want list among other libraries in the region. However, Newton, for its part, does not take the time to search Boston's lists to see if it can provide any of the titles requested by other libraries. There is no union catalog to indicate where titles are held within Massachusetts, so ILL is often hit or miss. Boston as a regional center and Wellesly as a subregional get supplementary state funds.

The user may also choose to go to another library to find the needed item. Massachusetts libraries have universal borrowing privileges, so that users of one library can check materials out from another. Newton library users borrowed almost 9,000 books from other library systems within the Boston area during an eight week survey in 1977,[7] making it the second ranking municipality in the Boston area after Boston itself in terms of non-resident borrowings per capita.

If the Newton collection is to be improved to reduce the complaints, especially about the branch collections, and increase the users' rate of success and finding what is needed within Newton, decisions have to be made about the kinds of materials to be purchased. One major policy decision is whether the library will buy more copies of fewer titles, making popular materials available more quickly; or whether it will buy more single copies of titles, making available more distinct titles.

The staff was fairly well divided on which policy they preferred, with 45 percent preferring more duplicates and 38 percent more titles. The Main Library staff showed a slight tendency to prefer to have more titles, while the branch library staff expressed a stronger preference for more copies.

When given the same choice, citizen survey respondents overwhelmingly preferred to have a wider range of titles; 68 percent, vs. 18 percent preferring more duplicates and 14 percent undecided. Respondents to the user survey agreed: 70 percent of them preferred a wider range of titles, including 75 percent of Main Library users and 65 percent from the branch libraries. This at first seemed inconsistent with the discussions in the public hearings, which centered on the lack of selection in the branch libraries. Increasing the chance that a user will find what she or he wants in a branch library requires more copies of each title so that more branches can hold a given title. However, it appears that what both the hearing participants and the survey respondents were saying was that in most outlets the range of materials available is insufficient, that is, that too few desired titles are available.

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[7] Massachusetts Board of Library Commissioners. A Survey of Non-Resident Lending and Borrowing Activity in Massachusetts. 1979.

However, when asked which actions the library should consider if it were forced to reduce its spending, users and non-users alike were willing to see book purchasing cut. The cut that received the most agreement on the citizen survey ("Should the library ...") was buying fewer duplicate copies of popular books, to which 60 percent of users and 63 percent of non-users agreed. Users were next most willing to cut non-print materials (47 percent) followed by less popular books (45 percent), while non-users were willing to buy fewer less popular books (60 percent). The preceding were all the results of the citizen survey. The question was asked slightly differently on the user survey, where the cut receiving the most agreement was to buy fewer duplicate copies of popular books, followed by fewer less-popular books.

These answers may be due to a number of things. Cutting a few books here and there may seem to be a less drastic solution than some of the others suggested, such as closing branches, and therefore less disruptive. Furthermore, many citizens said that they thought the "real" purpose of the present study was to close branches, and so may have felt that choosing something less drastic would preserve their own branch.

Facilities

One major issue addressed by this study is the library's current physical facilities. The Newton Free Library has been debating the issue of a new Main Library building for at least 35 years.

The public's evaluations of the library's physical facilities centered around the way they use them, understandably enough. Their major complaint about the Main Library was poor parking. On the citizen survey, 36 percent of all those surveyed said that the Main Library was difficult to get to, and the major reason given for that was the poor parking. Poor parking and distance from home were the main reasons that branch library users gave for not using the Main Library.

In the public hearings, individuals complained about the lack of study space in the building and its poor heating and cooling. On the user survey, respondents generally liked the buildings the way they were or suggested some minor

improvements. However, many respondents commented that the Main Library was uncomfortable and that its arrangement made it difficult to use, with non-Main Library-users complaining more than Main Library users. They may not use the Main Library because of these complaints. Respondents generally preferred the branch library buildings to the Main.

The library staff overwhelmingly ranked the need to improve or expand the Main Library as the most serious problem facing the library system, followed by the parking situation. When asked specifically what improvements should be made in the Main Library, the staff again cited the need for better physical facilities and for parking.

A tour of the Main Library makes it immediately apparent that the present physical facilities are sadly deficient. The collection has been divided so that new titles are on the ground floor and older ones upstairs, because the staff cannot provide assistance on all floors and the demand is greatest for the newest materials. However, this means that books on the same subject are widely separated. There is very little seating space for the person who wishes to use materials in the library, and every corner of the building is in use. The amalgam of buildings - the Main Library itself consists of three different buildings joined together - makes for an amalgam of spaces, so that the collection and the patrons wend their ways through doorways, up and down stairs, and around corners. This diversity of spaces makes it difficult for the staff to assist users and at the same time stay near the service desks to answer the phone or help other patrons. The staff's own work area is jury-rigged, with the cataloging department, for example, separate from the public areas only by bookstacks, which do not keep the sound from travelling.

The Main Library is also not energy efficient. Its design makes it cold in winter and hot in summer. Its odd arrangement also makes lighting difficult and expensive, as there are so many nooks and crannies. And the building is not well-maintained, with problems such as burned out lights not attended to.

If a new Main Library is to be built, in place of the present inadequate building, one major decision is its location. Of the possible sites for a new Main Library, the staff was almost evenly divided between the site of the current Main Library and Newton Center. The users expressed no clear concensus.

Forty-five percent preferred the site of the present Main Library, 55 percent preferred some other location. The users most often mentioned Newton Center and "near City Hall" at 6 percent and 3 percent. Many respondents mentioned characteristics of the site they would prefer rather than naming a place: more centrally located, where the parking was better, and near public transportation being cited frequently.

Branch System

Most of the villages of Newton have their own branch libraries, although 34 percent of total system use is in the Main and Main Junior facilities. The branches are all small - their combined collections constituting 44 percent of the total system collection. Most branches are open only a few hours a week, generally in the afternoons. Only the Main Library is open every evening. Data concerning the twelve outlets is summarized in Tables 7 to 10.

It is useful to note Newton has the smallest population per library outlet of all its neighboring cities (Table 7).

TABLE 7. LIBRARY OUTLETS IN NEWTON AND NEIGHBORING CITIES

City	Population[1]	Library Outlets		Population per Outlet
		Main	Branches	
Newton	89,936	1+ Jr.	10	7,495
Brookline	53,150	1	2	11,717
Needham	29,936	1	1	14,968
Waltham	56,757	1	2	18,919
Watertown	36,075	1	2	12,025
Wellesley	26,593	1	2	8,864
Weston	11,478	1	-	11,478

[1]1975 state census.

TABLE 8. NEWTON FREE LIBRARY OUTLETS: DESCRIPTIVE DATA

Outlet	1970 Approx. Village Population[1]	Collection[2]	% of Total Collection	FTE[3] Staff	Sq.Ft.	Vol./ Sq.Ft.	Weekly Hours Open	Bldg. Built
Main	-	185,264	49.8	44.7	33,425	4.93	69	1870
Main Jr.	-	22,321	6.0	5.8	4,126	5.20	50.5	NA
Auburndale	4,154	16,013	4.3	2.4	5,140	3.11	32	1927
Newton Centre	10,903	26,634	7.2	3.1	6,836	3.84	49	1928
Highlands	4,671	10,723	2.9	1.7	2,880	3.72	31	1900
Lower Falls	4,211	11,172	3.0	.8	1,845	6.06	24	NA
Newtonville	6,993	34,489	9.3	3.3	8,742	3.92	52	1930
Nonantum	5,304	14,701	3.9	1.4	8,920	1.61	27	1957
Oak Hill Park	7,252	10,422	2.8	.5	1,161	8.98	20	NA
Upper Falls	4,027	7,544	2.0	.7	1,240	6.08	22	1905
Waban	10,283[4]	15,414	4.1	1.8	6,378	2.42	29	1930
West Newton	11,372	17,539	4.7	2.8	5,470	3.21	29	1926

[1]Source: U.S. Census of Population and Housing: 1970 Census Tracts, Boston, Massachusetts SMSA Table P-1.

[2]These figures and all other data on the NFL were taken from Annual Reports or internal documents for the year 1978-79.

[3]Full time equivalent = 37.5 hours. Figures include professional and non-professional staff, but not pages.

[4]Includes West Newton Hill.

TABLE 9. NEWTON FREE LIBRARY BRANCHES: COMPARISONS
FY 78-79

Outlet	No. of Hours Open	Cost Per Hour[1]	Circulation Per Hour	Users Per Hour	Print Material Turnover Rate[2]	Cost Per Circ.	Cost Per Service Unit[3]
Auburndale	32	$22.28	22	28	2.25	$1.03	$.73
Newton Centre	49	20.03	27	29	2.59	.74	.47
Highlands	31	17.22	28	20	4.27	.61	.46
Lower Falls	24	13.68	11	9	1.25	1.22	.79
Newtonville	52	21.13	27	16	2.10	.79	.62
Nonantum	27	16.21	17	10	1.62	.96	.64
Oak Hill Park	20	12.69	17	10	1.71	.74	.55
Upper Falls	22	12.84	15	13	2.34	.83	.49
Waban	29	21.75	25	13	2.40	.88	.63
West Newton	29	21.90	23	17	2.01	.94	.69

[1]Based on annual operating cost + estimated annual materials cost ÷ annual hours of service.

[2]Items in collection ÷ items circulated.

[3]Service unit total = circulation + reference transactions + program attendance.

TABLE 10. NEWTON FREE LIBRARY BRANCHES: PERCENTAGE COMPARISONS FY 78-79

	% of Total Costs	% of Branch Users[1]	% of Branch Collection	% of Branch Circulation	% of Branch Ref. Trans-actions	% of Branch Staff FTE
Auburndale	12.5	10	9.7	9.8	9.3	13.0
Newton Centre	16.9	30	16.2	18.7	28.0	16.8
Highlands	9.2	10	6.5	12.4	8.7	9.2
Lower Falls	5.3	2	6.8	3.8	4.8	4.3
Newtonville	19.0	14	21.0	19.6	12.5	17.8
Nonantum	7.3	4	8.9	6.4	6.7	7.6
Oak Hill Park	3.4	4	6.3	4.8	4.4	2.7
Upper Falls	4.5	4	4.6	4.8	8.7	3.8
Waban	11.0	12	9.4	10.1	8.6	9.7
West Newton	11.0	4	10.7	9.7	8.2	15.1

[1] 1980 KRI User Survey

TABLE 11. NEWTON FREE LIBRARY: SOME COMPARISONS BETWEEN MAIN AND BRANCHES, 1978-79

	% of Costs[1]	% of Respondents Using This Outlet[2]	% of Collection	% of Circulation	% of Reference Transactions[3]
Main and Junior	69.2	50	55.8	38.7	37.6
All Branches	30.8	50	44.2	61.3	62.4

[1]Operating budget: figure for Main and Junior includes administrative and system support costs.

[2]1980 KRI User Survey.

[3]See page 27 for a discussion of the meaning of these figures.

There are considerable costs to maintaining many outlets. For example, more staff are required because each outlet must have at least one person during all its open hours, even when no one is in the library. Basic materials, such as reference materials and heavily-used books, must be duplicated across more branches. The additional costs of heating, lighting, cleaning, and repairing all these buildings have to be considered. The administrative burden of managing an additional facility must also be considered.

Although the library does not rent any of its facilities, the branch library buildings represent capital unavailable for other purposes. From this the cost of occupying each facility can be imputed. With the rising property values in Newton, this is a considerable amount. Table 12 presents the 1976 assessed value of the library facilities included in the Cole, Layer, Trumble study, and the imputed return on these sums at 10 percent interest. Now, in 1980, these values are much higher.

The branches' physical facilities are generally in better shape than the Main Library, although all the branches are so crowded that adding a book almost always means weeding out another, simply to find shelf space. Many of the branch buildings are showing their age and are in need of repair and paint. Even the large branches are relatively small, with little space for patrons to study quietly, for programs, or for the staff.

The community is generally defensive of the branch libraries, with

many people at the hearings arguing against closing their own particular branch. They valued the convenience of the branches - 80 percent of citizen survey respondents said that at least one branch library was easy for them to get to - especially for children and especially considering the current energy shortage, but they complained about the physical deterioration of the buildings and the selection of materials. Users preferred that the library maintain both the present Main Library and all existing branches (56 percent) if possible, with the Main Library users more willing to close some branches and branch library users more willing to see the Main Library services reduced.

TABLE 12. 1976 LIBRARY FACILITY VALUES[1]

Facility	Building	Land	Total	10% Return
Main Library	$ 387,800	$ 130,080	$ 517,880	$ 51,788
Main Junior	48,200	39,790	87,990	8,799
Auburndale	111,800	28,390	140,190	14,019
Newton Centre	84,600	129,280	213,880	21,388
Highlands	40,700	12,080	52,780	5,278
Newtonville	195,000	25,910	220,910	22,091
Waban	93,200	50,420	143,620	14,362
West Newton	107,200	105,830	213,030	21,303
TOTAL	$1,068,500	$ 521,780	$1,590,280	$ 159,028

[1] Based on the 1973-75 Newton Revaluation Program study done by the Cole, Layer, Trumble Company. Not all library facilities were assessed.

The staff saw "too many branches" as the most important problem facing the library system after the need to improve the Main Library and its parking, and 60 percent of them were willing to see the system construct a new Main Library and close some branches. If budget cuts were to be made, the staff placed first priority on closing some branches.

Hours

The public's reaction to the hours that the library is open was ambiguous. Most respondents to the surveys said that they were generally satisfied with the hours that the library is available. However, they also said that they would most like to be able to use the library evenings and weekends. Only the Main Library is open every evening, and weekend hours at branches are generally limited to Saturday afternoons, with not all branches open then.

Funding

The Newton Free Library has struggled in recent years to maintain its commitment to service within the constraints of a budget which is decreasing annually in terms of purchasing power. Although the actual amount spent has increased since 1975, when corrected for the annual inflation rate, expenditures have decreased 6 percent over this period.

TABLE 13. NEWTON FREE LIBRARY EXPENDITURES, FY 1975-1980[1]

FY	Total Operating Expenditures	Annual % Inflation[2]	Expenditure in 1975 Dollars	% Change Since 1975
75	$ 846,286	-	-	-
76	907,797	7.2	842,236	-.5
77	899,234	5.7	783,233	-7.5
78	934,679	6.7	751,482	-11.2
79	1,048,381	9.4	795,721	-6.0
80	1,068,194	13.2	617,416	-27.0

[1]Excluding Library Trust Funds expenditures which averaged $12,230 annually during this period.

[2]Based on average monthly CPI for all urban consumers for each July-June period.

Library expenditures remained a fairly constant percentage of the city budget over the last five years, at around 1.3 percent. However, Newton spends less money per capita on library services than most of its neighboring cities (Table 14).

TABLE 14. NEWTON AND SELECTED NEIGHBORING LIBRARIES: COMPARATIVE FINANCIAL SUPPORT, FY 1979

City	Library Income Per Capita
Newton	$12.25
Waltham	7.23
Needham	14.03
Weston	14.19
Boston	15.04
Watertown	17.37
Wellesley	21.47
Brookline	22.29

Source: Massachusetts Board of Library Commissioners, Planning and Research Unit, Comparative Public Library Report, Data for Massachusetts, FY 1979.

The two major categories of library expenditure are salaries and materials, both of which have been hit hard by inflation. The increase in the cost of materials has exceeded the inflation rate. For example, the average price of a hardcover book rose 62 percent, from $14.09 in 1974 to $22.80 in 1979, and the average price of periodicals published in the United States went from $17.71 to $30.37 during the same period,[8] an increase of 72 percent. The Newton Free Library has maintained fairly constant division of its expenditures among salaries, materials, and other purposes over the last five years, but spends a smaller percentage on materials and a larger percentage on salaries than many of its neighbors (Table 15).

[8] The Bowker Annual of Library and Book Trade Information, 22nd edition, 1977, pp. 333, 335 and 25th Edition, 1980, pp. 456, 458.

TABLE 15. NEWTON AND SELECTED NEIGHBORING LIBRARIES: BUDGET ALLOCATION COMPARISONS

City	Salaries as % of Total Expenditure	Materials as % of Total Expenditures
Newton	77	11
Boston	69	13
Brookline	70	17
Needham	65	19
Waltham	77	19
Watertown	76	13
Wellesley	64	22
Weston	66	21
Massachusetts Statewide Average	70	17

SOURCE: Massachusetts Board of Library Commissioners, Planning and Research Unit, Comparative Public Library Report, FY 1979.

NOTE: Variations among libraries in the expenditures included in the reported total mean that these figures are only approximately comparable.

The library staff felt strongly that the library's funding base was inadequate. In two separate questions, they rated funding as the library's greatest weakness and the area in which its performance is the poorest. In addition, in the open-ended responses many staff members pointed out that the other problems that they identified, such as in the collection and the buildings, could be ameliorated by increased funding.

Library Governance and Organization

It is not the purpose of this study to do a comprehensive analysis of the internal workings of the Newton Free Library. However, the library's staff, administration, and Board of Trustees are all key elements in the provision of library services to the citizens of Newton.

The picture that emerges from the staff survey is of an organization where individuals work hard and are proud of the services that they provide but feel handicapped by the constraints within which they work. The staff

rate themselves as the library's greatest strength. Sixty-three percent of the staff say that they are quite well satisfied or very satisfied with their jobs. They report that the most satisfactory aspects of their jobs are working with the public and providing a useful service.

However, inability to meet user needs and poor working conditions were rated as the least satisfactory aspect of respondent's jobs. Working conditions were rated as especially poor by the Main Library staff, and wages were considered to be only fair by 60 percent of those answering. Other areas with only fair ratings overall, were staff morale, communications, opportunities for advancement, training, organization, and administration.

The branch staff in particular seemed to be isolated and discontent. They tended to feel underutilized (58 percent) and to feel that they lacked adequate training and opportunities for advancement. Significantly, the branch personnel felt that the library was understaffed in pages (73 percent) and clericals (42 percent); the Main Library staff felt more keenly the lack of clerical support (50 percent). They also saw the most problems with the library's organization structure.

The library organizational chart (Figure 7) shows all the branch heads, department heads, and several other individuals reporting directly to the Assistant Director. In practice, they all report to the Director. The Assistant Director has significant staff responsibilities, particularly in the area of collection development. However, the present structure gives one person (in theory the Assistant Director, in practice the Director) an excessive span of control. This creates the greatest problems for the branches, since they are physically remote from the rest of the organization and are the most easily neglected.

The open-ended comments revealed some serious complaints about the library's internal management, although 42 percent of all respondents rated the general performance and achievements of the administration as "good." The complaints centered on disagreements with the Director's decisions and methods of making them. Many of the comments cited the library's financial squeeze as

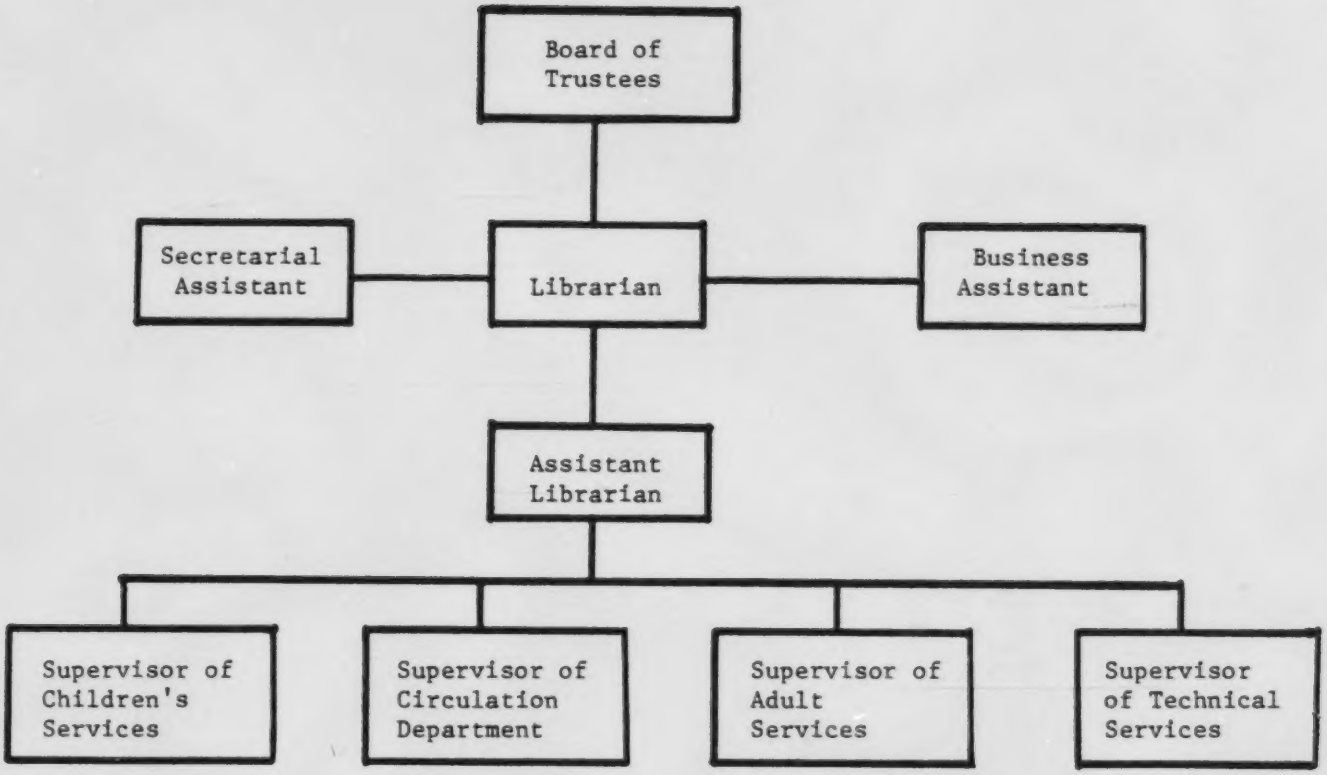

Figure 7. Organizational Chart, Newton Free Library

Several complaints about the library's Board of Trustees have been raised by individuals and groups in the community. Generally they have accused the Board of abdicating its responsibility in one way or another. Some accusations have also been made that individual members of the Board have not fulfilled their obligations. It is difficult to evaluate these accusations, however, since no written by-laws exist dealing with the obligations of the Board and its members.

Conclusions

This chapter has described the library as we found it and as the staff, citizens, and users perceive it. Citizens and users are generally satisfied with their library, although research has shown that the public's evaluation of government services is not necessarily an accurate indicator of quality. The public complained the most about the branch library collections and the Main Library parking.

The staff was much more critical. They felt very strongly that the library's funding is inadequate and makes it difficult for them to carry out their jobs. They were particularly critical of the Main Library building, the branch collections, and the number of branches, overall. They were also dissatisfied with their working conditions. The library's management invoked both praise and strong criticism.

From the surveys and our own analysis we have concluded that Newton is not spending enough on its library system and not spending it wisely. The branch system is costly to maintain, and the quality of service is low. Despite the staff's best efforts, the branches are too small to provide any service other than ready access to a circulating collection, but even then their collections are too small to meet the community's reading needs. If there is a

critical mass for an effective branch library, most if not all of the branches are below it. This is not based on objective standards of how large branches should be, since none exist, but on an examination of the branches themselves and an analysis of the staff's and public's opinions of them.

The Main Library building is woefully inadequate, awkward both to use and to work in, overcrowded, and in disrepair. Its lack of parking makes it particularly difficult to use.

The library collection as a whole does not reflect the patterns of book use, particularly in the division between fiction and non-fiction. The system whereby a user gets materials not available in Newton is difficult to use, as well, so we can only conclude that many people's book needs are unmet.

5. RECOMMENDATIONS

Our recommendations for the Newton Free Library follow a logical progression. First we discuss some general goals for the library system. Then we discuss the services that the library should provide. Only then can we begin to discuss how the library can best go about providing those services using the resources available to it. Decisions about the library's collections, facilities, and staffing depend on the ends to be achieved with them, that is, the services to be provided.

In making recommendations for the library's future, one major consideration is the library's capabilities, that is, its future funding level. The services that the library can provide and the means of doing so depend heavily on the library's available resources. In comparing Newton's library with those of neighboring communities in Chapter 4 we noted that the NFL's per capita funding is considerably below that of its neighbors. We also showed in Chapter 4 that the library is losing ground to inflation in salaries and materials. As the library's spending power is reduced, it has four options:

a. Increase its basic level of funding from the city;
b. Find alternative sources of revenue;
c. Increase productivity;
d. Reduce services.

The NFL has already made substantial use of option (b) by seeking and receiving outside funding, such as under the Library Services and Construction Act, for special projects. However, such money always has strings attached and may only be used for extraordinary projects, not for daily operations. Option (c) requires that the library provide the same level of service for a reduced cost while option (d) requires that the library set priorities and decide which services it will discontinue. Our first and strongest recommendation is that the NFL's funding be increased, to a level more on a par with neighboring communities, and with Newton's own past expenditures. Funding of at least $14-$15 per capita, or a 12 to 20 percent increase, would be more realistic.

However, given that such an increase is beyond the power of the library itself, and would at best come after a lengthy political process, the recommendations that follow are based on the assumption that there will be no significant increases in funding in the short term, and that the library will have to move toward alternatives (c) and (d), increased productivity and/or reduced services. The library has in effect been following option (c), stretching to make up for the effective loss in purchasing power, but it is not infinitely elastic. The recommendations below are aimed at both increasing library productivity and cutting services where necessary.

At the end of this chapter we present some recommendations for the library under increased funding.

General Recommendations

Newton is situated in an urban area rich with information resources. The Boston metropolitan area is home to several major research libraries, the Boston Public Library, and many special libraries, as well as many non-library information services. The role of the NFL must be very different from what it would be if its community did not have access to these other resources. The NFL should concentrate on doing what it does well and rely on other resources as appropriate, and, as a general policy, the NFL should avoid duplicating services available to its community from other sources.

In practical terms, this means that the library should minimize its purchase of little-used items and its provision of highly-specialized (and therefore expensive) services to special groups and concentrate on services to the majority of Newton's citizens. Often the services to special groups are made possible with outside funding, so that they appear to be "free;" however, every activity requires staff time and space, commodities in short supply in the NFL. We are not proposing that any current services be discontinued, since that would mean alienating present constituencies; however, no new services should be added without a careful analysis of the size of the potential clientele, alternative sources of the same services in the community, and the cost to the library in staff time and space as well as new expenditures.

The library is currently used by a large proportion of its community. Therefore, instead of seeking to increase the number of individuals served or the number of service units provided (books circulated, reference questions asked, people attending library-sponsored events) the library should concentrate on the

quality of the services that it does provide: the selection of materials, the speed with which users get wanted materials, the thoroughness with which their reference questions are answered, and so forth. This emphasis on quality does not necessarily mean that the level of use of the library will be reduced. What it does mean, however, is that instead of expanding its services and reaching out to new groups the library will concentrate on strengthening its present services and satisfying its present users.

Service Recommendations

Collections. Among the many services that the library offers, the community is most aware of the library as a provider of reading materials. Yet what we have found in this study is that the library's collections, particularly those in the branch libraries, are not adequate to meet users' demands. Many NFL users have access to academic and special libraries to meet their more specialized needs, and the NFL itself can obtain less-used materials from other libraries through interlibrary loan. The library should therefore place the highest service priority on the provision of the reading materials most wanted by the public.

This recommendation has implications for library activities in several areas. First, the selection of and access to materials must be improved. This requires that:

a. In selecting materials for purchase, the library give priority to the materials that are most in demand, and rely on other sources for less-used materials.

b. The library in the next five years increase the proportion of the budget spent on library materials to 15 percent of total expenditures. Currently Newton spends a smaller proportion of its budget on materials than any of its neighboring cities (Chapter 4).

c. The library continue its active weeding program, aimed at removing from the collection out-of-date materials.

d. The selection of materials available at each library outlet be improved. The user does not see the entire collection of the library system at the outlet that she or he uses, and is often frustrated to find that the items wanted are not available.

e. The installation of an automated circulation system for the entire library system is to be applauded, and should be pursued with all deliberate speed. This system makes it possible for the staff to determine the status of materials throughout the library system. The library should also investigate ways of making accessible to the public a comprehensive listing of the entire system's collection. This could be accomplished through public-access terminals for the circulation system, which enable users to see which titles are owned system-wide; or through a computer-produced catalog on microform (a COM catalog), which could be distributed to all the branches and updated frequently.

We noted above that the library should rely on other libraries for less-used materials. Existing interlibrary agreements make it possible for Newton library users to go to other Massachusetts public libraries to borrow the materials that they desire. This, however, places the burden on the patron to discover where the needed materials are and to travel to them. Interlibrary loan, on the other hand, is that arrangement whereby libraries ship to one another requested materials. The Newton library makes little use of interlibrary loan, at least in part because the staff feel that it is slow (taking a month or more to get materials) and unreliable. A well-developed interlibrary loan system, however, could help the library to better meet its clients' needs at relatively low cost. We therefore recommend that the Newton library actively work with the Eastern Massachusetts Regional Library Network, to which it belongs, to improve the interlibrary loan system.

Reference. In addition to providing materials for use in or circulation outside of the library, the NFL provides reference services, that is, it answers users' questions. The library's major reference resources are its staff, particularly its professional staff, and its reference materials.

Reference service helps to differentiate libraries from bookstores. In the library, trained and experienced staff help the user to meet his or her information needs from whatever sources exist, within and outside of the library. Ironically, small libraries and branches have the most need of capable and creative reference staff to make the maximum use of such materials as the library does have and to search out answers elsewhere. Reference is best performed by individuals who do a lot of it - with experience comes skill and insight.

The NFL is proud of its reference services, which are concentrated in the Main Library with its reference materials and its specialized reference staff. In the branches, reference questions are answered by the staff on duty who also perform other functions and who are usually not professionals. The branches' reference collections are often out-of-date. Many reference titles such as almanacs and yearbooks are updated frequently, but because of their cost the library does not buy new editions for all the branches.

If the library is to place priority on providing requested reading materials, however, that reduces the collection funds available for reference materials. It is our recommendation that the Main Library be the major source of reference services for the system, and that the Main Library reference collection be maintained to support this function. However, in reference as in other services, the NFL must remember that it is part of a metropolitan area with impressive information resources which need not be duplicated in Newton. The NFL's reference services should concentrate on handling most routine reference queries, and leave the more specialized service to others, such as the Boston Public Library.

The branch library reference services are hampered by inadequate collections and a lack of professional staff. The branch staff provide the best service that they can, under the circumstances, but they cannot hope to provide comprehensive reference services. We therefore recommend that every branch have an up-to-date BASIC reference collection and staff capable of performing a minimum level of reference. More complex reference questions should be referred to the Main Library, which has the resources to handle them. Staff should be trained accordingly.

Children's Service. The NFL provides extensive services to children in both collections and programming. This is laudable. However, the number of children in Newton is declining, and given the library's inability under the present budget constraints to maintain all its services, over the long term children's services may need to be reduced. This is simply an acknowledgement that the number of potential users in this group is declining, and that the services are currently of high quality. In the future, resources should be shifted to areas of greater need.

Programming. Programs are library-sponsored activities, such as lectures, films, discussion groups, and story hours. The library currently provides programs both for adults and for children, but mostly for the latter group. The library sees most programming as "free," because its only cost is staff time. However, programming has an opportunity cost in staff time not available for other activities, and its benefits are not great since relatively few people attend programs. Programming should be the service of lowest priority and therefore the first to be cut if necessary to maintain other services.

Facilities Recommendations

The Branch System. In order to provide the services recommended above, the library system must have the appropriate facilities. Currently, the Newton Free Library consists of twelve outlets: a Main Library, a separate Main Junior Library, or children's collection, and ten relatively small branches. The myriad of branches means that virtually everyone has a branch nearby. Because there are so many branches, however, the resources of the system are spread very thinly. In any given branch the service hours are short, the collection is small and lacking in new, popular books, and the staff is usually non-professional. The current branch system provides convenient but low quality service to the Newton community.

Given, the present budget constraints, the library can provide convenient service, or quality service, but not both. The branch system must be consolidated. Supporting fewer branches would make it possible for the system to provide longer hours, a greater selection of materials at the remaining outlets, and more branches with professional staff, at the same cost. Newton is small enough that this would not significantly reduce convenience of access to the library. Some cost savings

to the library and to the city as a whole would result from the reduced energy and maintenance costs of a smaller system. The unused facilities could be sold or converted to other uses. The major advantage of branch closings, however, would be the improvement of service from concentrating the system's resources among fewer facilities, reducing the duplication of materials and effort and making more effective use of existing resources.

Most library planners agree that branch libraries draw their users from a radius of about two miles. Berelson found that three-fourths of users are within one mile of the branch library.[1] Except for the Oak Hill Park branch, each of the Newton outlets is within about one mile of another.

If Newton had no library facilities at present, it could be served by two or at most three strategically-placed outlets, a substantial Main Library and one or two good-sized branches. However, Newton does have a library system currently, so realistically we consider our recommendations constrained by the available facilities. Because all of the branches are relatively small, we do not see that the city could currently be served by a Main Library plus one or two of the existing branches. We therefore recommend that the system consist of a Main Library plus four branches.

It is beyond the scope of this study to decide precisely which branches should be closed and which retained. The choice of branches depends on several criteria:

1. The branches should be dispersed, to provide geographical coverage of the entire community.
2. They should be located in areas that will ensure maximum use.

A well-known library consultant, Robert Rohlf, has found the most important location criterion for a library is that it be in the business or retail center of the community it is to serve.[2] This is not to be confused with the geographic center of a community. According to Rohlf and others, the important criteria for

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[1] Berelson, Bernard. The Library's Public. New York: Columbia University Press, 1950.

[2] Library Journal. Library Journal Special Report #1, Library Space Planning, 1976, pp. 24-25.

locating library outlets are:

a. Easy access - convenient to shops and stores and with adequate parking.

b. Visibility

c. Surrounding activities that attract people.

The application of these criteria may be different for a main library than for branches. Smaller and less-stocked branches must be located where people are already attracted for other reasons such as shopping. While a similar location would be desirable for the Main Library, experience shows that people will travel further and make special trips to a larger, well-stocked library. Consequently, the above criteria may be relaxed somewhat for the Main Library.

This last criterion represents a policy decision for the Board of Trustees. We are recommending that the branches be full-service branches, that is, that each house a varied collection, provide basic reference services, be open long hours, including evenings and weekends, and be managed by a professional librarian. This would require that the branches be relatively large; only the larger existing branches would qualify.

Several members of the advisory committee, however, suggested that the branches could be primarily sources of popular materials and convenient stations for the public to request and pick up materials from the Main Library. This kind of branch could be smaller, so that more of the existing branches would be capable of serving and eligible to be included among the four.

The Main Library. As we noted in the introduction, the Main Library has been an issue for at least 35 years. We are not architects, and can only discuss the Main Library's physical facility according to how it affects the services and operations of the NFL. We have concluded that a Main Library - a central library facility with a more comprehensive collection and more specialized staff - is essential to efficient and effective library service to the Newton community. Having a single source of more specialized services and less-used materials (relative to the branches - but in keeping with our recommendations above) avoids unnecessary duplication of effort.

Having examined the current Main Library, however, we have concluded that the Main Library building is totally inadequate and should be replaced. The arrangement of the present Main Library makes it extremely difficult for users to find materials or for the staff to help them. The physical state of the library makes it uncomfortable to work in or to use. The consolidation of the branch library system would be greatly helped by substantial improvements in the Main Library, reducing the demand on the branches because more people would choose to use an improved Main Library.

The Main and Main Junior Libraries should be consolidated. The inconvenience to parents of housing the major children's collection in a separate facility is considerable, and probably serves to reduce the use of both libraries because parents cannot drop children at the Junior Library while they use the adult collection, or vice versa. It is also a disservice to young people who are thus unable to use both collections on one visit, and may not be able to find what they need in one library or the other.

The Main Library also needs considerable improvement in the available parking. One of the major barriers to the use of the Main Library presently is its lack of parking. Coupled with the inadequacy of the branch collections, this seriously reduces the overall quality of library services in Newton.

Given the above goals for the Main Library, it appears that the best method of achieving them is to build a new Main Library on a new site, either by renovating an existing building other than present Main Library, or by building a new one. Which course is more cost-effective depends on which other building(s) might be available. Some of the cost of construction could be met by selling off the site of the current Main Library at Newton Corner. To provide adequate service, any new building (or renovated one) must meet certain criteria:

a. Enough space to house the Main Library, the Main Junior Library and the library's administrative and technical service operations.

b. Adequate parking, either in a library lot or elsewhere (such as a municipal lot), nearby.

c. In a well-trafficked area, such as a shopping district or along a major artery.

d. Relatively accessible from all parts of Newton.

The exact location depends on which sites might be available that meet the above criteria. Newton Center has frequently been mentioned as a possible site, if enough space were obtainable, including a parking area. The Homer-Walnut site near City Hall, could also be a possibility.

It has also been suggested that a closed school could be renovated to house a new Main Library. The city must be careful not to replace one white elephant of a building with another. Most schools are located in low-traffic, residential areas, which is not where a Main Library should be to attract maximum use. Furthermore, an architect experienced in building libraries would have to determine whether a convenient and comfortable library could be built within the constraints of any proposed building. A poorly-designed library can be expensive to staff, by making it difficult to cover the various service areas with a minimum number of people. It can also make it difficult for users to find what they want, if the arrangement of materials is awkward. This would both decrease the quality of service and increase its cost, as more staff would be required to help individuals find what they need.

We have ruled out a renovation of the existing building because in our opinion it does not meet the above criteria. It has no room for the Main Junior Library. Its physical arrangement is confusing and inconvenient, and cannot be much improved within the constraints of the building itself. The parking problem at Newton Center cannot be solved without the acquisition of a library parking lot, which would then have to be monitored, or of a large general municipal lot. And we doubt that the present building could be made energy-efficient without considerable cost.

<u>The exact choice of a site for the new Main Library and development of its specifications can best be done by a qualified building consultant</u>. Reluctant as we are to suggest yet another study, this is too important a decision to be made lightly, since the average public library building serves

through three generations. The present study was specifically designed not to be yet another building study, but to examine more generally the services of the NFL. Now that we have outlined the services to be provided by and the criteria for the Main Library, a qualified building consultant is needed to translate them into the choice of a site and a building. Someone with expertise in the design of library buildings is required to develop specifications for the buildings needed, including size of the building and parking requirements, and to evaluate the available sites for new construction and any buildings that could be renovated.

Coordination of School Libraries and Public Libraries. Newton, like other communities, operates both public libraries and school libraries. A natural question on the part of community administrators and citizens is how best to coordinate these two library systems. Before discussing possible ways to coordinate school and public libraries, it is important to understand the difference between the two kinds of libraries.

The school libraries in Newton provide materials related to the curriculum, and are not expected to provide a wide variety of non-classroom reading materials. School libraries are generally housed in classroom-sized rooms having about 900 square feet. Newton elementary schools have professional librarians available for about half of the time during the school day. They are only able to operate the rest of the week because of some 300 parent volunteers. The annual materials budget for each Newton elementary school consist of approximately $500 and $1,000 from school funds, an equal amount from federal ESEA Title IIB funds, and perhaps $300 to $400 from the PTA (which varies from one school to another).

The primary reason for considering cooperative programs between school and public libraries is to improve the cost effectiveness of the two services. This can happen in one of two ways:

1. more effective services at the same cost, or
2. reduced cost at the same level of effectiveness.

The approach considered most hopeful by communities is one of combining the public library with the school library and using the school facilities. On the

surface, this option suggests possible savings from reduced duplication of buildings, staff and materials.

Experience to date has not shown the benefits expected in most cases of shared facilities between school and public libraries. There is no documented evidence that economy results.[3] It also appears unlikely that a community able to support separate types of libraries will offer better service. Sharing facilities appears to function best in small communities of under 10,000 population.

The major problems cited in the library literature concerning combined school and public library operations are:

1. The difficulties of operating a facility under two organizations with different governing boards and legal mandates and constraints.
2. A combined facility in a school building is often not a desired location for use by the public. Schools tend to be located in low-volume traffic areas away from public transportation, whereas the desirable location for public libraries is in a concentrated traffic area.
3. For use by the public, after school hours, the facility must have an outside entrance to maintain school building security.
4. There is a problem with regard to shelving the collection. Should the materials needed for school use be shelved separately? Should adult materials be available in a library to be used by school children? The latter is unlikely, in which case the adult materials must be segregated where the children can't get to them.
5. Perhaps the most serious problem has been the reported reluctance of adults to use a school facility even though it contains adult materials. For example, senior citizens have been reluctant to use lunch programs in schools because of the boisterous environment.

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[3] Wilma Lee Wollard, "The Combined School and Public Library: Can It Work?" Library Journal, February 15, 1978, p. 438.

There are some possible benefits from a combined facility including:

1. A better selection of juvenile materials.
2. The elimination of some duplication.
3. A wider range of media services available to public.
4. Increased circulation.
5. Access to interlibrary loan services for students.
6. Increased hours of operations.
7. Improved public relations.

The school-public library cooperation presently taking place in Newton consists of the public library deposit collections available in school classrooms when requested to do so by individual teachers; the public library staff visits school classes to explain the use of public libraries; and classes visit the library.

Given the present situation in Newton and the experience in other communities experimenting with shared facilities for the public and school libraries, it is recommended that Newton not consider shared facilities. Furthermore, we seriously question the effectiveness and the appropriateness of the library providing deposit collections in some individual classrooms, since that ties up materials that might be used elsewhere. If school libraries are to be the school system's responsibility, the public library should not be using its limited resources in the schools.

Library Governance and Organization Recommendations

The Board of Trustees. The library's Board of Trustees should have written by-laws, setting forth their responsibilities and authority, and rules governing the conduct of Board members. Much of the present confusion over how well the Board is performing stems from differing opinions of what is required of the Board and its members. Written by-laws are needed to make these explicit. The Board should also be expanded to seven members. At five members, the current Board is too small. Its size makes it difficult to get a quorum at meetings and places too much burden on the members. A larger Board would also represent a larger part of the community and have a greater range of expertise.

Organization. In reviewing the organization of the library, several points surfaced which should be treated as part of a long-range plan. The lines of authority, as shown in the organization chart of the library (Figure 7) are not followed in actual practice. The four major department heads -- adult services, technical services, circulation, and children's services -- and all ten branch librarians actually report directly to the Director. Also reporting to the Director are the Assistant Director, bookkeeper, secretary, two adult librarian assistants, and the custodial supervisor. The library should be reorganized to free the director from some of her supervisory responsibilities.

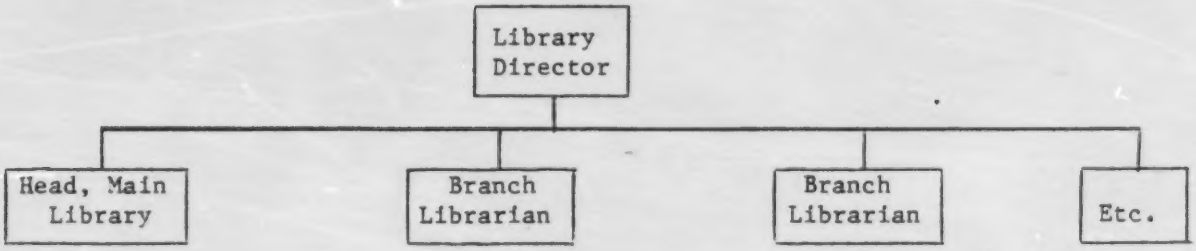
Several alternatives exist for relieving the director of some of the current burden. One of two possible new positions should be considered -- head of the main library or head of branch libraries. Two reasonable alternatives are:

1. Establish a position of head of the Main Library and retain all branch librarians and main librarian reporting directly to library director.

2. Establish a position for a head of branch libraries and retain library director as head of Main Library with head of branch libraries reporting directly to director.

Figure 8 displays these two organizational alternatives.

Alternative 1



Alternative 2

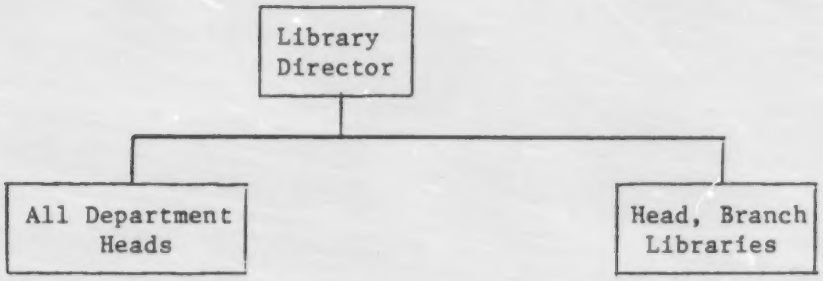


Figure 8. Two Alternative Organizational Patterns

Alternative 2 should offer greater advantages than the first alternative for the following reasons:

1. It provides coordination of branches through one person.
2. It retains the library director's responsibility for the Main Library. This will be important during the design and building of a new Main Library facility.
3. It introduces less change into the library system during the critical period of implementation of the five-year plan.

The recommended change in organization could be accomplished by realigning the current position of assistant director. Currently, the assistant director slot

tends to function as a staff position with no line authority over operational units. The assistant director position could have the responsibility and authority for the branch operations or the Main Library.

Staff. In performing the consolidations recommended above, the staff should not be cut. The staff freed up by branch closings should be assigned to other branches to lengthen their hours of service and to provide back-up coverage. Over the long term, with attrition, it will be possible to make some cuts in total library staffing.

The NFL should embark on an active program of staff development. The library's greatest asset at present is its hard-working and dedicated staff. Many of them, however, feel isolated and underutilized. The staff development program should have as its goal the improvement of the library's existing personnel resources through in-service training.

The staff should be more involved in the library's decision-making. Although there are currently many library committees and groups of various sorts which meet regularly, these meetings are mainly informational. To develop the staff members' own capabilities and reduce some of the burden on the library's administration, more use should be made of these groups in decision-making.

Recommendations under Increased Budget

Even under the current budget, which is inadequate and becoming more so all the time due to inflation, a new Main Library is needed, and the branches must be consolidated. Our other recommendations above assume that the library's purchasing power remains relatively constant. Should the library's budget be increased, however, several actions are recommended.

First, the library's collection has become increasingly inadequate as the cost of materials has risen relative to the library's materials budget (Chapter 4). A large part of any overall budget increase should go into the collection.

Second, making the best use of the existing collection requires that staff and clients know what's available. We noted above that the library should pursue either public-access terminals for the circulation system or a computer-generated catalog as a means of knowing what is in the collection.

The existing branch library buildings are inadequate and the branches that remain after consolidation must be expanded and/or relocated. One of the major difficulties with performing this consolidation at present is that all existing branches are small and are filled to capacity.

Conclusions

Although our first and strongest recommendation is that the funding of the Newton Free Library be increased, we expect that such an increase is unlikely, at least in the short term. Our recommendations therefore are mostly concerned with providing better service with the library's limited resources.

Generally, we are recommending a new Main Library -- even without an increase in the library's operating budget -- because the present building is entirely inadequate. We are also recommending that the branch system be consolidated to four branches plus the Main Library. The collection should emphasize the materials in demand among users, and reference service should be primarily a Main Library function. A larger proportion of the budget should be spent on the collection, which will be made possible by cost savings in closing some branches. Library-sponsored programs (lectures, films, etc.) should be reduced.

We are not recommending combined school-public library facilities, and we question the library's current policy of depositing collections of materials in schools.

The library should be be reorganized to reduce the director's supervisory responsibilities and to provide better communication with the branches. The Board of Trustees needs written by-laws. For the staff, we are recommending an expanded program of in-service training, and greater participation in the library's decision-making.

6. IMPLEMENTATION

This chapter outlines specific tasks to be undertaken by the library's Board of Trustees, management, and staff to implement our recommendations. Planning is only the first step in bringing about change in an organization. The success of any plan requires a clear understanding of each group's responsibilities in implementing it and a commitment to change.

Our recommendation with the most far-reaching consequences for the library is the one over which the library has the least control, and that is increased funding. It is hoped that this report will help the library and the Trustees to demonstrate that the library's purchasing power is shrinking, and that the library can not continue to provide quality service with the resources available to it.

The first step in the implementation of this plan is its adoption (with or without modification) by the Board of Trustees, with a time schedule. A recommended schedule is presented in Figure 9.

To monitor the library's progress toward achieving the recommendations in this report, a continuing planning committee should be created, composed of one Trustee, one citizen member, the library director, and two staff members. The responsibility of this committee will be to monitor the library's progress and, if necessary, to consider alternative strategies of achieving the recommended ends. The committee should report back to the Board of Trustees periodically. The Board should consider possible revisions to the plan, if necessary, and eventually mount a renewed major planning effort. We view the planning process as cyclical, with a major cycle about every five years but with less comprehensive, annual cycles as part of the overall management and budgeting processes.

Collection. A written collection development policy should be devised, reflecting the recommended emphasis on demanded materials. A library staff committee, headed by the Assitant Director, who is responsible for collection

development, should undertake this task. The policy should be reviewed within the library, then presented to the Board of Trustees for their approval. Some of the topics that the policy should address are:

1. Kinds of materials to be purchased;
2. Duplication among branches and between branches and Main;
3. Kinds of materials to be weeded from versus retained in the collection.

The library should also investigate using a book rental program, such as McNaughton's, for new, popular materials. Such a program allows the library to rent duplicate copies, then return them when the demand declines. This program should be investigated for its cost relative to buying and housing or discarding the same materials.

Access to the collection can be enhanced with a computer-generated microform catalog or with public-access terminals for the circulation system. Both alternatives should be investigated. Again, a committee of staff members could perform this function and make recommendations to the management.

We have also recommended that the library work with the Eastern Massachusetts Regional Library Network to improve the interlibrary loan system. We understand that the thrust of library cooperation in Massachusetts is to encourage direct borrowing by patrons instead of interlibrary loan. We question the wisdom of this, and encourage the library director to discuss possible improvements in the ILL system with the EMRLS. The NFL cannot and should not be self-sufficient. It should be able to draw on other librarys' resources, as well.

Reference. The branch library reference collections are often inadequate. Although we have recommended the closing of branches, it will take some time for the new branch system to be established, and some branches will remain. We suggest that the library develop guidelines for branch library reference collections that would be applicable to both the old and new branch systems, defining the kinds of materials appropriate for branches of various sizes and the frequency

with which they are to be updated. These guidelines could then be applied to the various branch libraries to weed their reference collections, and, depending on the rate at which the consolidation progresses, to decide what is to be bought for each outlet. The policy and its application could be the responsibility of a task force of library staff, representing branch and Main Library reference staff.

A separate reference collection development policy should be formulated for the Main Library, to complement the general collection development policy and the branch reference materials policies, and to guide the purchase of reference materials. This should be developed in conjunction with the branch reference collection policy, by the same task force, so that the responsibility for reference materials is clearly allocated between Main and branches.

The Branch System. We have recommended that the Newton Free Library system consist of a Main Library and four branches, and presented general guidelines for locating the branches that remain. The Board of Trustees in consultation with the library management needs to make these guidelines operational, apply them to the Newton system, and develop a master plan for the Newton Free Library. This will take time, but planning should begin immediately so that the reconfiguration can begin.

Included in the plan should be a schedule. We recommended a phased approach, which will be less disruptive to users and the library and will give the remaining branches time to adjust to the changes in patterns of demand created by the closings. In our schedule we assume one closing every six months, but this is an estimate. The closings should be carried out as quickly as possible, but allowing enough time for adequate planning and a smooth transition. The scheduling of the branch closings will have to be coordinated with that of the building of the new Main Library. However, we specifically do not recommend that the closings be delayed until after the opening of the new Main Library. Even without the improvements in the Main (which are desperately needed) the branch system must be consolidated. The longer that the current system continues, the greater the degradation of service overall from maintaining more branches than are economically feasible.

Although we expect that much of the community will support this move toward more cost-effective service, many people will object to the closing of specific branches. The Board of Trustees should begin immediately a public awareness compaign to acquaint people with the plan for reduced branches and the rationale for it.

Once the trustees have decided which branches are to be closed and develop a general schedule, the library management should prepare and present to them a detailed plan for carrying out the closings, transferring or disposing of the buildings and materials, and reassigning the staff.

The Main Library. We have recommended a new Main Library on another site, either in a new building or a renovated one, but not a renovation of the existing building. The decision to build or to renovate and the choice of the exact site should be made by a qualified building consultant or architect, based on the location and service guidelines presented in Chapter 5 and the relative costs of the various alternatives. The first step in implementing our recommendation, then, is for the Board of Trustees to arrange for such a study.

The Trustees should then pursue with all deliberate speed the actual design and construction of the new library. The cost will be substantial, and the Trustees will have to generate political support for the library to get the needed funding. The same public awareness campaign should inform people about the changes in the branch system and the plans for the new Main Library, and stress the improvements in service that they bring about.

Library Governance and Organization. The Board of Trustees needs written by-laws, which should be developed by a committee of the Board. The Massachusetts Library Association, the Massachusetts Board of Library Commissioners, and the American Library Trustee Association can all provide guidelines. The Board should also seek to increase its size to seven people, which requires a charter amendment.

The library director should prepare and present to the Board for its approval a revised organizational structure in keeping with our recommendations in Chapter 5. The library's organization chart should be kept up-to-date and available.

A staff development program should be initiated. A committee or task force of library staff members, representing branch and Main staff, professional and non-professional, should assess the training needs and develop a program that uses in-house talent to meet them. The program should then be presented to the library management for approval, and carried out.

Overall, there should be greater staff participation in the library's decision-making, to reduce the demands on the director, develop the staff's own management abilities, and improve staff-management communication.

Continued Planning. Planning is not a one-time operation, nor one that should only be undertaken with the assistance of a consultant. It should be a regular activity of the Board, management, and staff. Only with continual self-assessment can the library remain effective. As important as the product of planning is the process, since it encourages people to think critically about the library and what they want it to be in the future.

We have recommended above that an on-going planning committee be appointed to monitor the implementation of the recommendations contained in this report. Library management and the Board of Trustees should review the library's plan and progress at least annually, as part of the budget cycle. In addition, system-wide planning should be extended to the branch and department level. Each unit within the library should develop goals and objectives, devise ways of measuring its progress toward them, and review its performance periodically. The Public Library Association's Planning Process for Public Libraries[1] can serve as a guide.

The implementation strategies recommended in this report should be closely monitored by the on-going planning committee. The tasks recommended in this chapter are not ends in themselves, but strategies for attaining the recommendations of the previous chapter. The on-going planning committee should evaluate each strategy to determine whether it is indeed accomplishing what was intended, or whether it should be modified. Suggested modifications should be presented to the Board of Trustees and, if adopted, incorporated as revisions to this plan.

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[1] Palmour, Vernon E., Marcia C. Bellassai, and Nancy V. DeWath. A Planning Process for Public Libraries. Chicago: American Library Association, 1980.

Often the major obstacle to change in a library system is its staff, but the Newton staff are acutely aware of the library's present problems and eager to see them solved. Users can be the library's greatest allies, but they too often resist change, because they are satisfied with the library as it is (or else they would probably not be users), and because they may find it difficult to envision the library different from the way that it is. However, the NFL users are aware of the library's limitations, particularly in the branch collections, and should be supportive of the proposed changes if they can be convinced that the result will be better service.

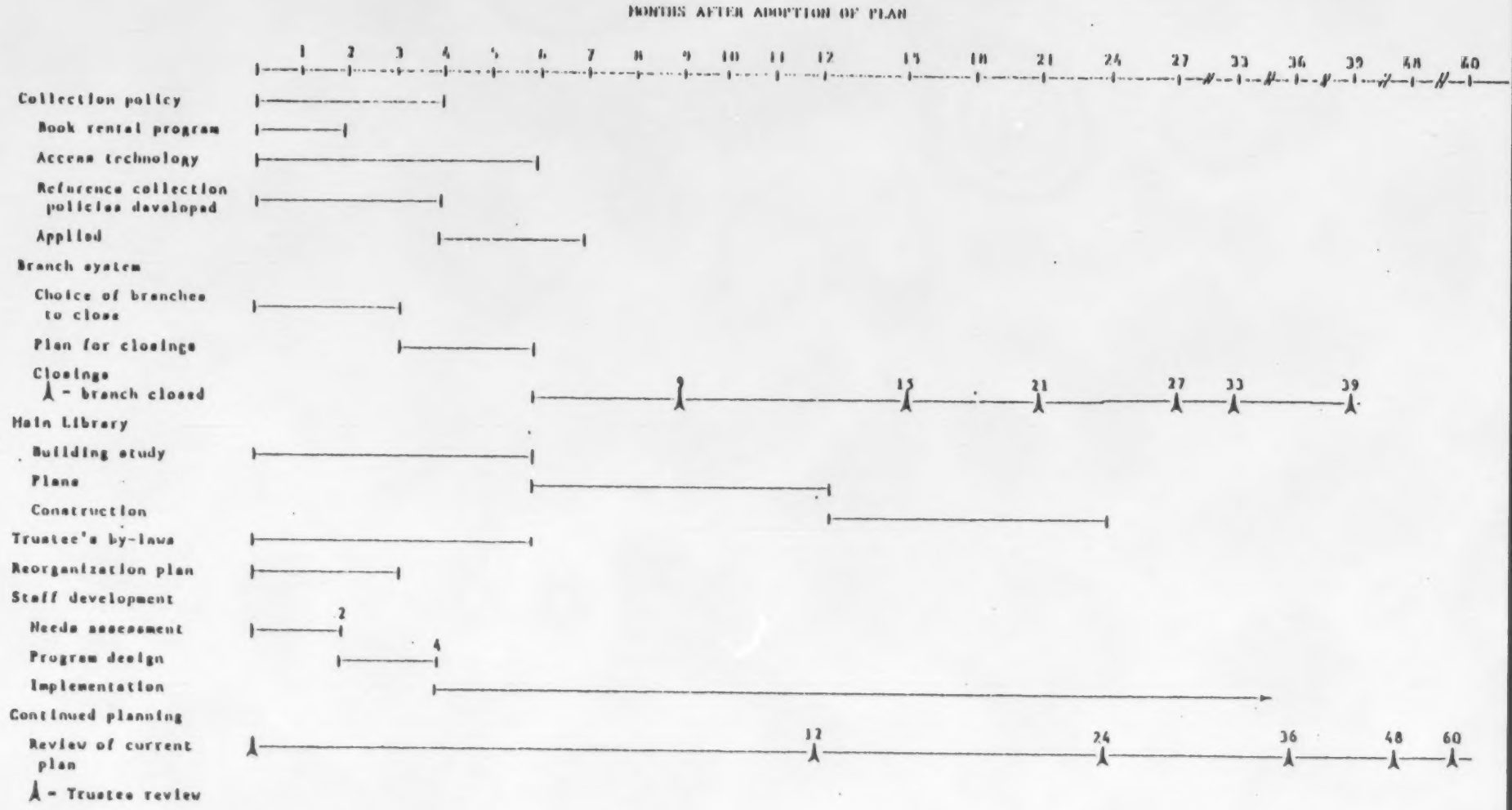

Figure 9. Implementation Schedule for Long Range Plan

APPENDIX A

CITIZEN SURVEY

CITIZEN SURVEY: METHODOLOGY

A telephone survey was decided as the best means for obtaining the views of citizens on the Newton Free Library. Random-digit-dialing was the technique used to make telephone contact with households. Using the telephone prefix numbers assigned in Newton, random telephone numbers were generated by computer. The use of random telephone numbers allows the inclusion of unlisted numbers not available in directories. A disadvantage is the increased number of telephone calls necessary to find working numbers.

The sample design originally called for completion of 1,200 interviews. A large sample of 1,200 would permit the estimation of statistics for each village within Newton. Later the number of desired completed interviews was changed to 400. This reduced sample size was adequate to produce statistically reliable estimates at the Newton city level.

Volunteers were recruited by the Friends of the Newton Free Library for interviewing. Initial training of the volunteer interviews was done by King Research, with later training handled by the Friends. Each interviewer was given 25 telephone numbers, call-sheet records, and blank questionnaires.

Completed interviews were obtained from 414 citizens 18 years of age and over. Completed interview forms were sent to King Research for processing and analysis.

A copy of the questionnaire and the percentage responses to each question follows.

All figures are percentages unless otherwise noted.

INTERVIEWER _____

NEWTON FREE LIBRARY
CITIZEN SURVEY

INTRODUCTION

Hello, my name is _____ and I'm calling for the Newton Free Library. We are doing a study of library service in Newton and I'd like to ask you a few questions. This will only take about 10 minutes.

Do you live in Newton?

IF NO: We are only interviewing people who live in Newton. Thank you anyway. END INTERVIEW. RECORD NE (NOT ELIGIBLE) ON COVER SHEET.

ASK ONLY IF NOT SURE: First, let me ask, are you 18 or over?

IF NO: Is there someone else at home who is? May I speak with him or her?

IF YES:	IF NO:
REPEAT INTRODUCTION	When would be a good time for me to call back to talk with someone who is over 18? TRY TO GET A TIME NAMED, AND TRY AGAIN THEN.

1. In general, how would you rate Newton's public libraries, good, fair, or poor?

CIRCLE ONE		*USERS* (N=290)*	*NON-USERS* (N=116)*	*ALL (N=414)*
GOOD	1	*70*	*26*	*57%*
FAIR	2	*17*	*4*	*13*
POOR	3	*6*	*6*	*4*
DON'T KNOW	4	*7*	*69*	*25*

2. What one change would you most like to see the Newton public libraries make? RECORD VERBATIM: _____

See insert

3. Do you have a current Newton library card in your own name?

(CIRCLE ONE)		*ALL N= 410*
YES	1	*61%*
NO	2	*39%*

**USERS are defined as those who answered "Yes" to either question 3 or 4; NON-USERS answered "No" to both questions.*

Question 2 Insert

Suggested Change:	USERS (N=211)	NON-USERS (N=30)	ALL (N=241)
Greater selection of materials	26%	10%	24%
No Change	20	33	22
Other	14	23	15
Update facilities	13	10	13
More hours of days open	11	13	12
Better organization of materials	10	3	9
Improved children's services	6	7	6
TOTAL	100%	100%	100%

4(a). Have you visited or telephoned any Newton public library in the past year?

		(N=410)
YES (Answer 4c and d and go to 5)	1	63%
NO (Answer 4b and go to 6).....	2	37

(b). (IF NO on 4a) Is there any particular reason? CIRCLE ALL GIVEN

		(N=143)
NO REASON GIVEN	1	9
LACK OF TIME.....	2	15
USE ANOTHER LIBRARY.....	3	13
LOCATION INCONVENIENT.....	4	2
HOURS INCONVENIENT.....	5	1
PARKING INCONVENIENT.....	6	2
DON'T HAVE WHAT I NEED.....	7	4
I BUY WHAT I NEED.....	8	9
DON'T NEED A LIBRARY.....	9	13
I'M NOT A READER.....	10	10
LACK OF TRANSPORTATION.....	11	1
DON'T LIKE STAFF.....	12	0
PHYSICAL FACILITIES NOT COMFORTABLE.....	13	2
OTHER (SPECIFY)_____	14	19

(GO to 6)

(c). (IF YES on 4a) Which library do you use most frequently?

			(N=197)
30	MAIN LIBRARY.....	1	49%
1	JUNIOR LIBRARY.....	2	1
7	AUBURNDALE.....	3	5
22	CENTRE.....	4	15
6	HIGHLANDS.....	5	5
12	LOWER FALLS.....	6	1
12	NEWTONVILLE.....	7	7
3	NONANTUM.....	8	2
1	OAK HILL PARK.....	9	2
0	UPPER FALLS.....	10	2
7	WABAN.....	11	6
10	WEST NEWTON.....	12	5
	OTHER: _____	13	

ENTER HERE NAME OF ANY OTHER LIBRARY MENTIONED OR ANY OTHER COMMENT, SUCH AS "THE ONE ON _____ STREET"

(d). (IF YES on 4a) Do you use any of the others, as well? ENTER THE NUMBERS FROM ABOVE OF ALL THAT ARE MENTIONED

_____

5(a). (IF YES on 4a) Are you generally satisfied with the hours, facilities, collections, and services provided by the Newton library?

		(N=245)
YES.....	1	79%
NO.....	2	21

↓

(b). (IF NO on 5a) Why not? _____

(GO TO 6)

Insert after Question 4

Has current NFL library card	*Has visited or phoned Newton Free Library in past year (% of all respondents) (N=407)*	
	Yes	*No*
Yes	*52*	*9*
No	*11*	*28*

6(a). Do you regularly use any library other than a Newton public library?

		USERS (N=289)	NON-USERS (N=116)	ALL (N=405)
YES	1	44%	32%	41%
NO (GO TO 7)	2	56	68	59

(b). (IF YES on 6a) What other libraries do you use? READ. PAUSE FOR RESPONSE

CIRCLE ONE IN EACH ROW

	YES	NO
a. Another public library?	83%	17%
b. A school or college library?	90	10
c. A special library, such as one where you work	61	40

(c). IF ANSWER WAS "YES" TO ANOTHER PUBLIC LIBRARY: Which other public library do you use?

Boston	62 %
Brookline	17
Other	21
(N=86)	

What is the main reason that you use it? (CIRCLE ONE ONLY)

MORE CONVENIENT TO MY PLACE OF WORK	1	20%
MORE CONVENIENT TO MY HOME	2	4
HAS NEEDED MATERIALS NOT AVAILABLE IN NEWTON	3	44
BETTER PHYSICAL FACILITIES	4	9
AM ACCUSTOMED TO USING THIS LIBRARY	5	7
OTHER (SPECIFY):_____	6	16
NOT CITED	7	

7(a). Which days of the week would you most like to have the library open in the morning? (CIRCLE ALL RESPONSES UNDER (a) BELOW.)

(b). How about afternoons? (CIRCLE ALL RESPONSES UNDER (b) BELOW.)

(c). How about evenings? (CIRCLE ALL RESPONSES UNDER (c) BELOW.)

IF SATURDAY OR SUNDAY HOURS HAVE NOT BEEN MENTIONED, ASK:

What about weekend hours?

CIRCLE ALL THAT ARE GIVEN — % of all responses

	a. MORNING	b. AFTERNOON	c. EVENING
MONDAY	3%	4%	7%
TUESDAY	3	4	7
WEDNESDAY	3	4	7
THURSDAY	3	4	7
FRIDAY	3	5	6
SATURDAY	8	7	4
SUNDAY	4	6	3

DON'T KNOW/NO OPINION 99

8(a). Is the Main Library at Newton Corner easy for you to get to?

CIRCLE ONE		USERS (N=289)	NON-USERS (N=109)	ALL (N=398)
YES	1	64%	47%	60%
NO	2	36	39	36
DON'T KNOW	3	-	15	4

(b). (IF NO ON 8a) Why not?

		ALL (N=160)
TOO FAR	1	25%
LACK OF TRANSPORTATION	2	19
POOR PARKING	3	44
HOURS INADEQUATE	4	1
PHYSICAL INFIRMITIES	5	3
OTHER: _____	6	8

(c). Is one of the branch libraries easy for you to get to?

		USERS (N=285)	NON-USERS (N=109)	ALL (N=394)
YES	1	84%	68%	80%
NO	2	12	6	11
DON'T KNOW	3	4	27	9

(d). (IF NO ON 8c) Why not?

		ALL (N=34)
TOO FAR	1	29%
LACK OF TRANSPORTATION	2	15
POOR PARKING	3	21
HOURS INADEQUATE	4	9
PHYSICAL INFIRMITIES	5	9
OTHER: _____	6	17

(e). Is the Main Junior Library easy for you to get to?

		USERS (N=261)	NON-USERS (N=100)	ALL (N=361)
YES	1	48%	21%	40%
NO	2	21	21	21
DON'T KNOW	3	31	58	39

(f). (IF NO on 8e) Why not?

		ALL (N=71)
TOO FAR	1	31%
LACK OF TRANSPORTATION	2	27
POOR PARKING	3	27
HOURS INADEQUATE	4	0
PHYSICAL INFIRMITIES	5	3
OTHER: _____	6	12

9(a). Do you have any children under the age of 18 living at home?

		(N=400)
YES.....	1	42%
NO.....	2	58

(GO TO 10)

(b). (IF YES on 9a) Do they use the public library?

		(N=161)
YES.....	1	77%

(GO TO 9d, NEXT PAGE)

NO.....	2	23

(c) (IF NO ON 9b) Why not?

(CIRCLE ALL THAT ARE GIVEN)

TOO FAR.....	1	11%
LACK OF TRANSPORTATION.....	2	3
HOURS INADEQUATE.....	3	3
USE THE SCHOOL LIBRARY.....	4	27
DON'T NEED A LIBRARY.....	5	11
OTHER (WHAT?):_____	6	45
		(N=122)

(GO TO 10)

Children use the public Library

Respondent used NFL in last year (Q4A)
(% of all respondents) (N=160)

	Yes	*No*
Yes	*65*	*12*
No	*16*	*7*

(IF YES ON 9b)

(d). (IF YES on 9b) Which library do they usually use? (CIRCLE ONE ONLY)

MAIN LIBRARY	1	24%
JUNIOR LIBRARY	2	7
AUBURNDALE	3	8
CENTRE	4	12
HIGHLANDS	5	8
LOWER FALLS	6	1
NEWTONVILLE	7	8
NONANTUM	8	3
OAK HILL PARK	9	3
UPPER FALLS	10	4
WABAN	11	10
WEST NEWTON	12	10
OTHER: _____	13	2
DON'T KNOW	14	

(e). (IF YES on 9b) What do they <u>usually</u> use the library for? (CIRCLE ONE ONLY)

FOR SCHOOL WORK	1	43%
TO GET BOOKS TO READ FOR PLEASURE	2	46
ATTEND PROGRAMS SUCH AS STORY HOURS, FILMS, CLUBS	3	5
SOCIAL PLACE TO MEET THEIR FRIENDS	4	6
OTHER: _____	5	
DON'T KNOW	6	

(f). (IF YES on 9b) Are you as a parent generally satisfied with the library's services for children and young adults?

YES	1	77%
NO	2	16
Why not? _____		
DON'T KNOW	3	7

READ: Now I'm going to ask you a few questions that are a little more complicated. I'll go slowly, but please ask me to repeat anything you don't understand.

10(a). If the Newton Free Library were forced to reduce its spending, which actions should be considered? Should the library...READ LIST: PAUSE FOR RESPONSE AFTER EACH ITEM.

	% of Group Answering Yes		
	USERS (N=270)	NON-USERS (N=80)	ALL (N=350)
a. Buy fewer of the less-popular book titles?.....	45%	60	49
b. Buy fewer duplicate copies of popular books?...	60	63	60
c. Buy fewer cassettes, records, and films?.....	47	38	45
d. Reduce magazine and newspaper subscriptions?...	36	39	37
e. Shorten the hours at the Main Library?.....	19	28	21
f. Shorten branch hours?.....	33	43	35
g. Reduce library staff?.....	14	23	16
h. Combine public library with school libraries?..	32	46	35
i. Close some branches?.....	32	41	34
j. Reduce services to special groups, like the handicapped?.....	4	4	4
k. Make any <u>other</u> cuts? What?: _____	8	10	9

(b). What would you cut first? _____
ENTER LETTER FROM ABOVE

11. When buying books, the library can buy lots of <u>different</u> titles, or it can buy more duplicate <u>copies</u>. Which would you prefer? (READ THE ALTERNATIVES BELOW SLOWLY)

		USERS (N=282)	NON-USERS (N=105)	ALL (N=385)
To have many copies of the more popular books, so that you can get them faster when you want them; even though it means fewer different titles.....	1	19	16%	18
<u>or</u>				
To have a wider range of titles but fewer copies of each, so you may have to wait longer for the popular ones.....	2	72	58%	68
DON'T KNOW	3	9	26%	14

PERSONAL INFORMATION

Now I'd like to ask you a few questions for statistical purposes.

A. How long have you lived in Newton?

Years	CIRCLE ONE	*USERS (N=289)*	*NON-USERS (N=113)*	*ALL (N=402)*
LESS THAN 5 YEARS	1	*22*	*41*	*27%*
5-10 YEARS	2	*17*	*12*	*15*
11-25 YEARS	3	*38*	*17*	*32*
MORE THAN 25 YEARS	4	*23*	*35*	*25*

B. What village do you live in?

	CIRCLE ONE	*USERS (N=294)*	*NON-USERS (N=120)*	*ALL (N=414)*
AUBURNDALE	1	*7*	*8*	*7*
CHESTNUT HILL	2	*3*	*11*	*6*
NEWTON (CORNER)	3	*10*	*5*	*8*
NEWTON CENTRE	4	*24*	*18*	*22*
NEWTON HIGHLANDS	5	*8*	*10*	*8*
NEWTON LOWER FALLS	6	*1*	*1*	*1*
NEWTON UPPER FALLS	7	*3*	*5*	*4*
NEWTONVILLE	8	*14*	*9*	*13*
NONANTUM	9	*2*	*5*	*3*
OAK HILL	10	*3*	*3*	*3*
THOMPSONVILLE	11	*0*	*0*	*0*
WABAN	12	*8*	*9*	*8*
WEST NEWTON	13	*15*	*10*	*13*
DON'T KNOW	14	*2*	*8*	*4*

C. What is your age? Are you (READ)

CIRCLE ONE	*USERS (N=288)*	*NON-USERS (N=114)*	*ALL (N=402)*
Under 18 1	*0%*	*0%*	*0%*
18-24 2	*11*	*16*	*12*
25-44 3	*48*	*36*	*44*
45-64 4	*26*	*29*	*27*
65 or over 5	*15*	*18*	*16*
Refused 6	*0*	*1*	*1*

D. What is the highest grade of school you have completed?

	CIRCLE ONE	USERS (N=288)	NON-USERS (N=144)	ALL (N=393)
8 YEARS OR LESS	1	0	3	1
9-11 YEARS	2	1	5	2
HIGH SCHOOL GRADUATE	3	18	24	20
SOME COLLEGE	4	20	25	20
COLLEGE GRADUATE	5	26	28	26
GRADUATE WORK	6	34	23	31
NO RESPONSE	7			

E. Sex (ASK ONLY IF NOT SURE)

		USERS (N=286)	NON-USERS (N=114)	ALL (N=400)
Male	1	23	35	27
Female	2	77	69	73

Thank you for answering our questions. Do you have any other comments or suggestions you would like to make regarding Newton libraries? RECORD VERBATIM

APPENDIX B

LIBRARY USER SURVEY

LIBRARY USER SURVEY: METHODOLOGY

A survey was conducted of library users during a two-week period in the branches and during one week in the Main Library. Due to the volume of traffic at Main, time periods were sampled for interviewing.

Self-administered questionnaires were made available to the outlets during the interviewing periods. Signs were put out asking people to fill out a form. The questionnaires were completed by the users at the library and collected in a sealed box.

A total of 1,365 usable forms were completed in the 12 outlets. Survey responses were weighted according to each outlet's share of total annual circulation. The weighting procedure corrected for the fact that the number of forms from an outlet was not necessarily related to the number of people using that outlet.

The user questionnaire and percentage response to each question follows.

All figures are percentages unless otherwise noted.

NEWTON FREE LIBRARY

Library User Survey

1980

_____
Name of Outlet

The Newton Free Library is conducting a study in order to improve library services. We are asking library users 16 years of age and older to complete this questionnaire during your visit to the library, and drop it in the container near the check-out desk on your way out. Your questionnaire will not be read by anyone in this library. Your help in providing this information is much appreciated.

If you have already completed this questionnaire on another visit to this library or another, please do not complete another.

---

1. How did you get to the library today? (CHECK ONE)

3%	1	Rode public transportation
6	2	Drove or was driven
30	3	Walked
2	4	Bicycled
1	5	Other. How? _____

2(a). Is it easy for you to get to this library (the one where you are filling this out)?

89	1	Yes
11	2	No

(b). (IF NO) Why not? CHECK ALL THAT APPLY

33	1	Library is too far from my home
11	2	No transportation is available
46	3	Parking is difficult
5	4	Library hours are inconvenient
-	5	Personal physical problems make visits difficult
5	6	Other. What? _____

3(a). If you are NOT filling this out at the Main Library at Newton Corner, is it easy for you to get to the Main Library?

37	1	Yes
49	2	No
2	3	Don't know

(b). IF NOT, why not? CHECK ALL THAT APPLY

59	1	Library is too far from my home
23	2	No transportation is available
62	3	Parking is difficult
3	4	Library hours are inconvenient
2	5	Personal physical problems make visits difficult
5	6	Other. What? _____

4(a). If you are NOT filling this out at the Main Junior Library at Newton Corner, is it easy for you to get to the Main Junior Library?

43%	1	Yes
31	2	No
6	3	Don't know
20	4	Don't use

(b). IF NOT, why not? CHECK ALL THAT APPLY

67	1	Library is too far from my home
31	2	No transportation is available
48	3	Parking is difficult
8	4	Library hours are inconvenient
3	5	Personal physical problems make visits difficult
8	6	Other. What? _____

5(a). Are you filling this out at the Newton public library that you use the most frequently?

83	1	Yes
17	2	No

(b). IF NOT, which library do you use the most frequently? (CHECK ONE ONLY)

34	1	Main library
2	2	Junior library
9	3	Auburndale
11	4	Centre
9	5	Highlands
1	6	Lower Falls
9	7	Newtonville
2	8	Nonantum
4	9	Oak Hill Park
3	10	Upper Falls
6	11	Waban
6	12	West Newton

(c). Why do you use the Newton library you usually use? (CHECK ALL THAT APPLY)

74	1	Close to my home
8	2	Close to my job
32	3	Convenient to shopping or other errands
47	4	Good selection of materials
49	5	Like the staff
32	6	Parking is easy
29	7	Convenient hours
6	8	Public transportation available
31	9	Accustomed to it
16	10	Good programs (such as films, exhibits, and lectures)
19	11	Comfortable physical facilities
8	12	Special materials or services not available elsewhere. What? _____
6	13	Other. What? _____

6(a). How often do you use the Main Library at Newton Corner? CHECK ONE

14%	1	Never
10	2	Less than once a year
23	3	One to five times a year
23	4	Six to twelve times a year
30	5	More than once a month

(b). How often do you use the Main Junior Library at Newton Corner? CHECK ONE

59	1	Never
9	2	Less than once a year
13	3	One to five times a year
10	4	Six to twelve times a year
10	5	More than once a month

(c). How often do you use one or more of the Newton branch libraries? CHECK ONE

17	1	Never
9	2	Less than once a year
16	3	One to five times a year
17	4	Six to twelve times a year
42	5	More than once a month

7(a). Are you satisfied with the hours at the Newton library you usually use?

80	1	Yes
20	2	No

(b). Which library hours would be the most convenient for you? (CHECK AS MANY AS APPLY)

4	1	Monday morning
6	2	Monday afternoon
5	3	Monday evening
3	4	Tuesday morning
6	5	Tuesday afternoon
5	6	Tuesday evening
4	7	Wednesday morning
6	8	Wednesday afternoon
5	9	Wednesday evening
3	10	Thursday morning
6	11	Thursday afternoon
5	12	Thursday evening
4	13	Friday morning
6	14	Friday afternoon
5	15	Friday evening
6	16	Saturday morning
7	17	Saturday afternoon
3	18	Saturday evening
3	19	Sunday morning
6	20	Sunday afternoon
3	21	Sunday evening

8. Now we would like you to rate the buildings, collections, and services of the Main Library, the Main Junior Library, and the branch libraries. Within each box please check the term that best describes your rating of that aspect of that library or group of libraries.

	Main Library	Main Junior Library	Branches
a. Building(s)	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know
b. Services	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know
c. Collections (books, magazines, records, etc.)	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know	____ 1 Good ____ 2 Fair ____ 3 Poor ____ 4 Don't know

(Attachment to Question 8)

		Main			Main Jr.			Branches		
		Users* (N=397)	Other (N=731)	All (N=1135)**	Users (N=127)	Other (N=761)	All (N=892)	Users (N=761)	Other (N=370)	All (N=1138)
Buildings:	Good	55%	38%	44%	63%	25%	31%	59%	24%	27%
	Fair	30	29	29	32	18	20	30	29	42
	Poor	14	21	18	5	6	6	8	7	24
	Don't Know	1	12	8	-	51	44	3	41	8
	Total	100	100	100	100	100	100	100	100	100
Services:	Good	86	67	73	94	38	46	80	35	77
	Fair	11	15	14	4	8	7	14	21	9
	Poor	.1	3	2	-	-	-	3	5	-
	Don't Know	2	15	10	2	54	46	4	39	14
	Total	100	100	100	100	100	100	100	100	100
Collections:	Good	74	56	28	80	31	38	42	14	17
	Fair	20	22	49	18	13	14	39	29	54
	Poor	3	6	8	-	2	2	14	16	15
	Don't Know	2	16	16	2	55	47	5	41	14
	Total	100	100	100	100	100	100	100	100	100

*Users = those who have identified this outlet as the one that they use the most frequently.
Others = those who have identified any other outlet as the one used most frequently.

**Some respondents failed to report outlet most frequently used so the total is greater than the sum of users plus others.

9. Please check the phrase that best describes your feelings about the buildings which house each of the libraries or groups of libraries. (CHECK AS MANY AS ARE TRUE FOR YOU)

Opinion of building(s)	Main Library		Main Junior Library		Branches	
	Users	Others	Users	Others	Users	Others
a. Like it the way it is	40%	31%	47%	54%	49%	36%
b. Some minor improvements would be welcome but no major complaints	39	30	37	33	45	37
c. Makes good use of space available	34	24	41	33	39	33
d. Too crowded (things too close together)	18	26	6	14	9	10
e. Lacks space to sit and read or to work	18	19	11	13	8	14
f. Uncomfortable (too hot or cold, too noisy, inadequate lighting, etc.)	21	26	6	7	12	13
g. Arrangement of materials & facilities makes difficult to use	19	32	7	6	5	9
h. Other. What? _____ _____						
i. Don't know						

10. Please check the phrases that best describe your feelings about the services of each library or group of libraries. (CHECK AS MANY AS ARE TRUE FOR YOU)

Opinion of services	Main Library		Main Junior Library		Branches	
	Users	Others	Users	Others	Users	Others
a. Excellent	29%	25%	37%	36%	30%	33%
b. Adequate	12	17	8	16	12	23
c. Staff helpful and responsive to my needs	32	27	33	30	37	31
d. Good variety of services	19	19	21	15	16	8
e. Too slow	2	2	0	.6	1	.4
f. Staff not always helpful	3	6	.4	2	1	1
g. Staff not always knowledgeable	3	4	.8	2	3	4
h. Would like additional services. What? _____						
i. Other. What? _____ _____						
j. Don't know						

11. Please check the phrases that best describe your feelings about the collections of each library or group of libraries. (CHECK AS MANY AS ARE TRUE FOR YOU)

Opinion of collections (books, records, etc.)	Main Library		Main Junior Library		Branches	
	Users	Others	Users	Others	Users	Others
a. Excellent	19%	14%	19%	20%	9%	7%
b. Fine for my purposes	25	26	39	30	26	17
c. Usually get what I want right away	14	10	19	14	12	4
d. Usually get what I want eventually	12	17	11	13	16	15
e. Doesn't have the materials I'm interested in	6	5	4	4	6	13
f. Most items too old	6	6	2	6	7	9
g. Takes too long to get new materials	7	9	0	4	7	8
h. The things I want are never on the shelf	5	8	2	6	6	14
i. Not enough variety	4	4	2	4	9	12
j. Too many things that I'm not interested in	1	2	0	2	2	2
k. Other. What? _____ _____						
l. Don't know						

12(a). The following question is designed to find out a) the purposes for which you use any of the Newton libraries, and b) how satisfied you are with the library for each of those purposes. For each purpose, check the column that most closely describes your level of satisfaction with the library. If you don't use the library for that purpose, check the last column, "Not applicable."

Purpose	Satisfaction with library for this purpose (CHECK ONE COLUMN FOR EACH LINE) Very Satisfied	Satisfied	Not Satisfied	Not Applicable	Total
(a) To get general reading materials	45%	45%	7%	3%	100%
(b) To get reading materials for work or school	21	36	14	30	100
(c) To read magazines or newspapers	27	33	4	35	100
(d) To use or borrow non-print materials, such as records, cassettes, films	10	30	12	48	100
(e) To use the library's reference materials (books, indexes, microfilm, etc., that can't be checked out)	20	39	8	33	100
(f) To get staff assistance in answering a question or finding some specific information	40	34	4	22	100
(g) To attend a program, such as a film, lecture, concert, etc., or an exhibit	18	29	2	51	100
(h) To study or read your own materials	14	24	6	56	100
(i) To use a meeting room	3	7	1	89	100
(j) To use a copy machine	16	27	6	52	100
(k) To use other equipment, such as a microfilm reader or record player	4	13	3	80	100
(l) As a place to pass the time	14	16	1	69	100
(m) Other. What? _____					

(b). If you have marked any of the above "not satisfied," please explain briefly.

_____

_____

_____

(c). What is the single most important purpose for which you use (1) the Main Library; (2) the Main Junior Library; (3) any of the branch libraries? For each library, enter the letter from above. If you don't use one or more of the libraries listed below, just leave that line blank.

ENTER LETTER FROM QUESTION 12(a) ABOVE

____ 1 Main Library
____ 2 Main Junior Library
____ 3 Branch libraries

13. Which one of the following changes would most increase your satisfaction with (1) the Main Library; (2) the Main Junior Library; and (3) the branch libraries? (CHECK ONLY ONE UNDER EACH COLUMN)

Main (1)	Main Junior (2)	Branches (3)		
14%	18%	15%	1	No change needed
11	6	15	2	More different titles
7	2	6	3	Books available more quickly
1	2	2	4	More non-print materials (records, films, etc.)
1	-	3	5	More magazines and newspapers
4	5	2	6	More children's materials
3	2	1	7	Improved reference services
1	1	8	8	Increased hours
4	2	2	9	Different hours
9	3	1	10	Improved physical facilities
-	-	-	11	More staff
1	1	4	12	Improved staff
14	6	2	13	Improved parking
4	1	-	14	More information about the library
4	3	4	15	More programs
2	1	1	16	Other. What? _____
5	34	8	17	Don't know
31	15	34		Multiple response

14. If decreased library funding forced reductions in public library spending, which of the following should the library do first? (CHECK ONE ONLY)

13%	1	Buy fewer of the less-popular books
16	2	Buy fewer duplicate copies of popular books
11	3	Buy fewer cassettes, records, and films
2	4	Reduce magazine and newspaper subscriptions
2	5	Shorten the hours at the Main Library
3	6	Shorten branch hours
1	7	Reduce library staff
4	8	Combine public library with school libraries
-	9	Close some branches
4	10	Reduce services to special groups, like nursing homes and shut-ins
5	11	Reduce telephone reference assistance
-	12	Reduce in-library reference assistance
3	13	Other. What? _____
21		Multiple answer

15. When buying books, the library can buy lots of different titles, or it can buy more duplicate copies. Which would you prefer? (CHECK ONE)

Main	Main Jr.	Branch	All		
18%	20%	22%	20%	1	To have many copies of the more popular books, so that you can get them faster when you want them; even though it means fewer different titles.
75	65	68	70	2	To have a wider range of titles but fewer copies of each, so you may have to wait longer for the popular ones.
7	15	10	10	3	Don't know.

16(a). The library, like everyone else, has been affected by inflation. Library costs are rising faster than the library's budget. However, if the library's budget were just keeping even with inflation, which ONE of the following actions would you most like to see the library undertake? CHECK ONE ONLY

Main	Main Jr.	Branch	All		
27%	27%	7%	15%	1	Expand or improve the physical facilities of the present Main Library and close some branches.
14	19	10	12	2	Construct a new Main Library and close some branches.
55	50	57	56	3	Maintain as best as possible the present Main Library and all the existing branches.
< 1	3	22	14	4	Reduce the services of the present Main Library and improve the branch system.
4	2	4	3	5	Other. What? _____

(b). If a new Main Library were to be built, where would you like it to be?

45	1	On the site of the present Main Library at Newton Corner.
___	2	Elsewhere. Where? _____
6		Newton Center
3		Near City Hall
46		Other

PERSONAL INFORMATION (For statistical purposes only)

A. If you DON'T live in Newton, where do you live? N=79

24	1	Boston
3	2	Brookline
5	3	Cambridge
5	4	Natick
3	5	Needham
13	6	Waltham
9	7	Watertown
6	8	Wellesley
4	9	Weston
30	10	Other. Where? _____

B. If you DO live in Newton, what village do you live in? N=1222

8	1	Auburndale
5	2	Chestnut Hill
15	3	Newton Corner
17	4	Newton Centre
11	5	Newton Highlands
2	6	Newton Lower Falls
3	7	Newton Upper Falls
12	8	Newtonville
2	9	Nonantum
5	10	Oak Hill
.2	11	Thompsonville
9	12	Waban
12	13	West Newton
.6	14	Don't Know

C. How long have you lived in Newton? N=1267

3%	1	Don't live in Newton
25	2	Less than five years
18	3	Five to ten years
28	4	Eleven to twenty-five years
27	5	More than twenty-five years

D. What is your age? N=1304

4	1	Under 18
6	2	18-24
47	3	25-44
27	4	45-64
16	5	65 or over

E. What is your sex? N=1301

27	1	Male
73	2	Female

F. What is the highest grade of school that you have completed?

1	1	8th grade or less
3	2	Some high school
8	3	High school graduate
21	4	Some college
27	5	College graduate
40	6	Graduate work

If you have any further comments or suggestions, we'd like to hear them. Please use the space below or the reverse side.

Thank you for completing this questionnaire. Please leave it in the box near the check-out desk on your way out.

APPENDIX C

LIBRARY STAFF SURVEY

LIBRARY STAFF SURVEY: METHODOLOGY

A mail survey of all library staff members was conducted. A questionnaire was mailed to the home address of each staff member. Forms were completed and returned directly to the office of King Research.

The staff survey questionnaire with percentage responses is shown next. A summary of the responses to the open-ended questions is also included.

All figures are percentages unless otherwise noted.

NEWTON FREE LIBRARY

STAFF SURVEY

1980

Staff Category

CIRCLE THE NUMBER FOR THE PHRASE THAT MOST CLOSELY DESCRIBES YOU.

Main or main junior library - works with public part or all of the time ..... 1 } A
Main or main junior library - does not work with public at all ..... 2 } 34 responses

Branch library ..... 3 } B
Custodial ..... 4 } 26 responses

Instructions: For the most part, the questions require only that you circle the number of the appropriate answer. Where other responses are required, the instructions for response accompany the question.

Part 1. Perceptions of the Newton Free Library

1(a). In general, how would you rate the Newton Free Library?

	CIRCLE ONE	A (N = 34)	B (N = 26)	Total (N = 60)
Good	1	65%	54%	60%
Fair	2	35	38	37
Poor	3	0	8	3
Don't know	4	0	0	0

(b). How would you rate the Main Library?

		A	B	Total
Good	1	50%	56%	53%
Fair	2	35	42	38
Poor	3	6	8	7
Don't know	4	3	0	2

(c). How would you rate the Main Junior Library?

		A	B	Total
Good	1	53%	50%	52%
Fair	2	32	35	33
Poor	3	3	0	2
Don't know	4	12	15	13

(d). How would you rate the branch libraries?

		A	B	Total
Good	1	18%	46%	30%
Fair	2	62	50	57
Poor	3	12	4	8
Don't know	4	9	0	5

2. How would you evaluate the reference and information services of the library in relation to the users' needs?

(CIRCLE ONE IN EACH COLUMN)

	Main			Main Junior			Branches		
	A	B	TL	A	B	TL	A	B	TL
a. Users don't expect much, so few use reference and information services.....	0%	0%	0%	3%	4%	3%	15%	0%	8%
b. Reference materials are inadequate to meet information needs.....	6	4	5	6	4	5	32	27	30
c. Library is understaffed to provide adequate reference service.....	18	15	17	0	8	3	0	15	7
d. Library satisfactorily meets most of the reference and information requests.	71	58	65	56	46	52	21	35	27
e. Other (specify)____	0	4	2	12	8	10	6	4	5
Mult. Ans.	3	8	5	0	4	2	3	12	5
N/A	3	12	7	24	27	25	24	8	17

3(a). Do you think the book collections of the Newton Free Library meet the needs of community residents?

		A	B	Total
Yes	1	52%	48%	50%
No	2	39	38	38
Don't know	3	6	7	7
No Ans.		3	7	5

(b). If no, why not? _____

_____

4. How would you evaluate the amount of non-print materials in the Newton Free Library collection? CIRCLE ONE NUMBER FOR EACH KIND OF MATERIAL.

	Too Little	Total	Too Much		About Right		N/A or Don't Know	
a. Children's records	1	28%	2	2%	3	25%	4	45%
b. Adult records	1	32	2	3	3	55	4	10
c. Films	1	38	2	7	3	22	4	32
d. Cassettes	1	33	2	5	3	32	4	30
e. Other media	1	20	2	3	3	18	4	58

5. Are programs (such as films and lectures) at the library adequate for the following groups? CIRCLE ONE NUMBER FOR EACH GROUP.

	Adequate	Total	In-adequate		No Programs		Too Many Programs		N/A or Don't Know	
a. Pre-school children	1	67%	2	2%	3	0%	4	5%	5	27%
b. Elementary school children.	1	55	2	10	3	0	4	3	5	32
c. Young adults	1	10	2	17	3	40	4	0	5	33
d. Adults	1	67	2	15	3	0	4	2	5	17
e. Senior citizens	1	42	2	25	3	5	4	2	5	27
f. Special groups, including the homebound, handicapped, confined, minorities, etc..	1	42	2	22	3	7	4	2	5	28
g. Other (Who?) _____	1	2	2	0	3	2	4	0	5	94

6. If you have marked any of the categories in Q.6 "Inadequate" or "No program", what do you consider the principal reason for lack or inadequacy of programming? CIRCLE ONE ONLY

Total Those Who Answered: 44

Lack of local interest	1	*23%*
Lack of funding	2	*34*
Inadequate staff	3	*27*
Don't know	4	*9*
Other (What?) _____	5	*2*
Mult. Ans.		*2*
N/A		*2*

7. When buying books, the library can buy lots of <u>different</u> titles, or it can buy more duplicate <u>copies</u>. Which would you prefer? CIRCLE ONE ONLY

		A	*B*	*TL*
To have many copies of the more popular books, so that people can get them faster when they want them; even though it means fewer different titles	1	*38%*	*54%*	*45%*
To have a wider range of titles but fewer copies of each, so people may have to wait longer for the popular ones	2	*44*	*31*	*38*
Don't know	3	*6*	*12*	*8*
Mult Ans.		*6*	*4*	*5*
N/A		*6*	*0*	*3*

8(a). The library, like everyone else, has been affected by inflation. Library costs are rising faster than the library's budget. However, if the library's budget were just keeping even with inflation, which ONE of the following actions would you most like to see the library undertake? CIRCLE ONE ONLY

		A	*B*	*TL*
Expand or improve the physical facilities of the present Main Library and close some branches	1	*18%*	*19%*	*18%*
Construct a new Main Library and close some branches	2	*71*	*46*	*60*
Maintain as best as possible the present Main Library and all the existing branches	3	*12*	*23*	*17*
Reduce the services of the present Main Library and improve the branch system	4	*0*	*8*	*3*
Other. What? _____	5	*0*	*4*	*2*

(b). If a new Main Library were to be built, where do you think it should be?

		A	*B*	*TL*
On the site of the present Main Library at Newton Corner	1	*26%*	*23%*	*25%*
Elsewhere. Where? _____ *Other*	2	*24*	*27*	*25*
Newton Center	*3*	*29*	*27*	*28*
Newtonville	*4*	*9*	*19*	*13*
	5	*3*	*0*	*2*
Mult. Ans.		*6*	*0*	*3*
N/A		*3*	*4*	*3*

9. What changes in library operations do you think would most increase use of and/or satisfaction with the library? RANK YOUR TOP THREE CHOICES FROM 1 (MOST IMPORTANT) TO 3. REPEAT FOR THE MAIN LIBRARY, MAIN JUNIOR LIBRARY, AND BRANCHES.

Total Scores given based on Rank
1 = 3 pts. 2 = 2 pts. 3 = 1 pt.

		(RANK YOUR TOP THREE IN EACH COLUMN) Main (1)	Main Junior (2)	Branches (3)
a.	Don't know	0	24	12
b.	No change needed	3	3	3
c.	More different titles	25	11	54
d.	Books available more quickly	50	4	64
e.	More non-print materials (records, films, etc.)	5	9	12
f.	More magazines and newspapers	1	2	6
g.	More children's materials	1	33	0
h.	Improved references services	4	2	8
i.	Increased hours	0	6	12
j.	Different hours	2	11	15
k.	Improved physical facilities	106	69	23
l.	More staff	20	12	23
m.	Improved staff	5	3	0
n.	Improved parking	83	47	23
o.	More information about the library	1	5	7
p.	More programs	0	12	4
q.	Other. What? _____	2	3	2

10. If decreased funding forced reductions in library expenditures, which three of the following actions should be considered? LABEL THE ACTION YOU WOULD UNDERTAKE FIRST "1", SECOND "2", THIRD "3". NO MORE THAN THREE.

a.	Buy fewer of the less-popular books.....	34
b.	Buy fewer duplicate copies of popular books.....	25
c.	Buy fewer cassettes, records, and films.....	40
d.	Reduce magazine and newspaper subscriptions.....	37
e.	Shorten the hours at the Main Library.....	28
f.	Shorten branch hours.....	30
g.	Reduce library staff.....	4
h.	Combine public library with school libraries.....	8
i.	Close some branches.....	107
j.	Reduce services to special groups, like the handicapped	10
k.	Other. What? _____	3
	Mult. Ans.	9
	No Response	9

11. How would you rate the Newton Free Library's performance in each of the following areas?

		CIRCLE ONE NUMBER FOR EACH ROW				Total	Mult. Ans.
		Good	Fair	Poor	Don't Know		
		%	%	%	%	%	
a.	Administration	1 50	2 35	3 13	4 2		0
b.	Staff	1 70	2 27	3 0	4 3		0
c.	Funding	1 7	2 20	3 62	4 10		2
d.	Adult book and periodical collections	1 47	2 38	3 2	4 12		2
e.	Young adult book and periodical collections	1 17	2 33	3 32	4 18		0
f.	Children's book and periodical collections	1 53	2 22	3 0	4 25		0
g.	Audio-visual collections	1 13	2 40	3 17	4 28		2
h.	Responsiveness of system to user demands	1 35	2 50	3 7	4 8		0
i.	Children's services	1 60	2 22	3 2	4 17		0
j.	Adult services	1 63	2 28	3 3	4 30		2
k.	Young adult services	1 16	2 32	3 35	4 27		0
l.	Audio-visual services	1 18	2 40	3 12	4 30		0
m.	Information/reference services	1 75	2 22	3 0	4 3		0
n.	Outreach services	1 57	2 20	3 2	4 18		3
o.	Public relations programs	1 47	2 32	3 8	4 12		2
p.	Cooperation within the system	1 43	2 38	3 5	4 13		0
q.	Cooperation with other library systems	1 43	2 25	3 3	4 28		0
r.	Technical services	1 43	2 37	3 12	4 7		2

12(a). Which ONE of these do you consider the greatest strength of the library? Which ONE do you consider its greatest weakness? ENTER LETTERS FROM QUESTION 12 ABOVE

N/A - 13%
Mult. Ans. - 2%

a. Greatest strength _____ Letter

b. Greatest weakness _____ Letter
N/A - 15%
Mult. Ans. - 2%

a.	5%	g.	2%	m.	22%
b.	20	h.	8	n.	2
c.	2	i.	8	o.	0
d.	8	j.	5	p.	2
e.	0	k.	0	q.	0
f.	2	l.	0	r.	0

a.	8%	g.	0%	m.	0%
b.	0	h.	2	n.	0
c.	50	i.	0	o.	3
d.	2	j.	0	p.	2
e.	3	k.	10	q.	0
f.	2	l.	0	r.	2

(b). Why? Please briefly explain your choices.

Greatest Strength: _____

_____

Greatest Weakness: _____

_____

13. What do you consider to be the three most important problems facing Newton Free Library today? RANK THEM FROM 1 (MOST IMPORTANT) TO 3. NO MORE THAN THREE. Problems not listed which you feel are among the three most important should be listed under OTHER and included in the three.

Total Based on Rank
1 = 3 pts. 2 = 2 pts. 3 = 0 pts.

a.	Insufficient staff	30
b.	Poor or inadequate staff training	7
c.	Need to improve or expand Main Library	128
d.	Need to improve or expand branches	10
e.	Too many branches	56
f.	Branches are too small	0
g.	Inadequate hours of operation	5
h.	Inadequate circulating collections	20
i.	Inadequate reference collections	5
j.	Inadequate programs	8
k.	Parking	63
l.	Other (specify)_____	
	_____.....	15

14. What do you consider to be the most important role of the Friends of the Newton Free Library? _____

_____

15. How would you rate the performance of the library's Board of Trustees?

		Total
Good	1	20%
Fair	2	27
Poor	3	22
Don't know	4	40

Any comments? _____

_____

_____

Part 2. Job Achievement and Satisfaction

16. How would you rate your satisfaction with your job with Newton Free Library?
CIRCLE ONE NUMBER

	A	B	TL
1 Very dissatisfied	6%	0%	3%
2 Not satisfied	3%	8%	5%
3 Moderately satisfied	24%	35%	18%
4 Quite satisfied	31%	47%	40%
5 Very satisfied	21%	27%	23%

17. Do you feel that you are using all your capabilities in your current job?

	CIRCLE ONE	A	B	Total
Underused in terms of potential	1	44%	58%	50%
Utilized at potential	2	44	42	43
Pushed beyond capabilities or training	3	0	0	0
Don't know	4	0	0	0
		12	0	7

18. How would you rate the Newton Free Library in the following areas? CIRCLE ONE NUMBER FOR EACH TOPIC.

See Attached

	Good	Fair	Poor	Don't Know
a. Administration-staff communications	1	2	3	4
b. Staff morale	1	2	3	4
c. Personal security (i.e., safety)	1	2	3	4
d. Wages, salaries, and benefits	1	2	3	4
e. Working conditions	1	2	3	4
f. Opportunities for development in your position	1	2	3	4
g. Supervision	1	2	3	4
h. In-service training	1	2	3	4
i. Organizational structure (lines of authority and division of responsibility)	1	2	3	4
j. General performance and achievements of the administration	1	2	3	4

If you have rated any of the above "poor," please explain briefly. _____

_____

_____

19. How would you rate the level of staffing in your department or branch?
CIRCLE ONE NUMBER IN EACH CATEGORY

	A	B	TL	A	B	TL	A	B	TL	A	B	TL
	Overstaffed			Understaffed			About Right			Don't Know		
a. Professionals	15	12	13	24	12	18	53	65	58	9	12	10
b. Paraprofessionals	3	4	3	29	31	30	35	50	42	33	12	23
c. Clerical	0	4	2	50	42	47	41	38	40	9	12	10
d. Pages	0	0	0	32	73	50	56	23	42	12	4	8
e. Custodial	0	4	2	24	38	30	50	46	48	27	12	20

20. What would you say is the most satisfactory aspect of your job. CIRCLE ONE ONLY

		A	B	Total
Working with the public	1	18%	58%	35%
Working with my colleagues	2	15	19	17
Providing a useful service	3	62	23	45
Hours and other working conditions.	4	0	0	0
Compensation (pay) received	5	0	0	0
Other (specify) _____ ..	6	3	0	2
Mult. Ans.		3	0	2

21. What would you say is the least satisfactory aspect of your job? CIRCLE ONE ONLY

		A	B	Total
Inability to meet user needs	1	21%	27%	23%
Poor working conditions or hours ..	2	24	15	20
Communication with superiors	3	3	0	2
Inadequate compensation (pay)	4	21	15	18
Relationships with co-workers	5	6	0	3
Relationships with administration .	6	3	12	7
Pressures of inadequate staffing ..	7	18	15	17
Other (specify) _____ ..	8	0	4	2
Mult. Ans.		0	4	2
N/A		6	8	7

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE. Feel free to add any other comments or suggestions. (Use back of page if you need additional space.)

No. 18.

	Good			Fair			Poor			N/A or Don't Know			Mult. Ans.		
	A	B	TL	A	B	TL	A	B	TL	A	B	TL	A	B	TL
Communications	38	35	37	38	42	40	15	23	18	6	0	3	3	0	2
Morale	12	15	13	62	38	52	21	27	23	3	8	5	3	9	3
Safety	32	50	40	35	31	33	18	12	15	12	4	8	3	4	3
Wages, etc.	18	15	17	59	62	60	24	15	20	0	8	3	0	0	0
Conditions	3	35	17	44	31	38	50	35	43	0	0	0	3	0	2
Opportunity	26	8	18	38	42	40	29	42	35	6	8	7	0	0	2
Supervision	53	46	50	38	31	35	6	15	8	0	4	2	3	4	2
Training	18	19	18	41	50	45	26	31	28	12	0	7	3	0	2
Organizational Structure	32	15	25	41	46	43	15	38	25	12	0	7	0	0	0
Administration	44	38	42	44	38	42	6	15	10	6	8	7	0	0	0

NEWTON STAFF SURVEY
OPEN-ENDED RESPONSES
SUMMARY

The staff survey questionnaire in several places asked staff members to explain or expand upon their responses. The following is a summary of the comments received.

Question 3: Do you think the book collections of the Newton Free Library meet the needs of community residents? If no, why not?

Many respondents blamed lack of funds. Most of those who were specific about the kinds of materials lacking cited a need for more copies of popular materials, for which reserve lists are long. Fiction was specifically mentioned as a kind of popular material that was lacking, although a couple of respondents also saw a need for a greater variety of materials and/or reference and non-fiction titles.

Question 12: Which one of a list of characteristics given above do you consider the library's greatest strength? Why?

Staff was rated overall the library's greatest strength. The comments praised the staff for their dedication to meeting user's needs despite difficult working conditions and lack of materials. Some of the comments cited the staff as being "skilled and caring", "well-trained", having "good rapport with the public", and taking "the time and effort to accommodate patrons."

Reference services were also highly rated. The comments on reference service reflected those on the staff - the reference staff were praised as being conscientious and hard-working. One staff member described reference service as "reputedly the best in the area, the most far-reaching."

The collection also elicited some comments, as meeting the client's needs with a "good assortment of books", with both "breadth and depth."

Question 12: Which one is the library's greatest weakness? Why?

Funding was rated as the greatest weakness by a large margin. The comments attributed many of the library's problems to its lack of funding: "low funding affects every area from book collections to services to the public." Many of the comments pointed out specific areas that could be improved with increased funding, such as the buildings and the collections. Several staff members also commented on the administration, in connection with funding - the perceived failure of the administration to get more funding for the library - or as a separate weakness, contributing to low staff morale.

Question 14: What do you consider to be the most important role of the Friends of the Newton Free Library?

Most respondents saw the Friends as providing political support of the library in its efforts to secure budget increases, and performing direct fund-raising for the library.

Question 15: Comments on the performance of the library's Board of Trustees.

The need for the Trustees to play an active role in securing funding for the library was often mentioned. Most respondents were not aware of the Board's responsibilitie and activities.

Question 18: How would you rate the Newton Free Library in the following areas relating to job achievement and satisfaction? If you have rated any of the above "poo please explain briefly.

Areas receiving "poor" ratings included working conditions, opportunities for develo ment, in-service training, and organizational structure. Comments included complain about the buildings, such as their discomfort, lack of security, and inadequate ligh ing. Many complained about library management. Specific complaints included lack o communication, lack of praise and support for the staff, lack of direction, especial for branch staff, and a concentration of power in the director. Lack of training an opportunities for advancement were tied to both the budget problems and management, and were cited as causing low morale.

Feel free to add other comments or suggestions.

About one-third of the respondents did make additional comments. Most reiterated an emphasized earlier comments. Physical facilities were described as in disrepair, overcrowded, and generally inadequate. Several mentioned problems with the branch libraries, including the cost and difficulty of maintaining so many branches, and th competition for funds between main and branches, especially in the book budget. Sc of the complaints about the administration were reiterated: the lack of communication and what was seen as too much of a concentration of power with the director. O respondent specifically questioned the need for the present study, asking the same questions that have been asked for years. Some comments focussed on the community: the lack of library use, inadequate understanding of the library's financial dilemma and demands for more and better service without the budget increases to provide it.